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ABSTRACT

This document consists of transcripts of testimony presented at Congressional hearings concerning Title II of the Youth Act of 1980. The provisions of the act include extending the authorization of youth training and employment programs and improving such programs: extending the authorization of the private sector initiative program: and authorizing intensive and remedial education programs. Testimony is included from the Secretary of Education: the American Federation of Teachers: the National Education Association: the American Personnel and Guidance Association: various youth advocacy programs and youth program agencies: and Kaiser Aluminum Company. (Copies of the bill and related documents are included.) (KC)

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YOUTH ACT OF 1980

U.S. DEPARTMENT OF HEALTH,
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HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-SIXTH CONGRESS

SECOND SESSION

ON

S. 2385

TO EXTEND THE AUTHORIZATION OF YOUTH TRAINING AND EMPLOYMENT PROGRAMS AND IMPROVE SUCH PROGRAMS, TO EXTEND THE AUTHORIZATION OF THE PRIVATE SECTOR INITIATIVE PROGRAM, TO AUTHORIZE INTENSIVE AND REMEDIAL EDUCATION PROGRAMS FOR YOUTHS, AND FOR OTHER PURPOSES

MARCH 7; JUNE 17 AND 18, 1980

Printed for the use of the Committee on Labor and Human Resources

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YOUTH ACT OF 1980

FRIDAY, MARCH 7, 1980

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 4332, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Williams, and Schweiker.

OPENING STATEMENT OF SENATOR PELL

Senator **PELL**. This hearing of the Subcommittee on Education, Arts and Humanities will come to order.

We are here today to consider S. 2385, the Youth Act of 1980. This is the legislation that President Carter has described as his major domestic initiative for this year. It has two major titles: Title I—Youth Training and Employment programs, and title II—Youth Education and Training. It is title II that the subcommittee will consider in this and subsequent hearings.

We are both pleased and honored to have as our witness today the Secretary of Education, Shirley Hufstedler. In the few weeks she has served as Secretary, Mrs. Hufstedler has already earned a reputation as an articulate and forceful spokesperson for education. Her grasp of crucial education programs and issues has come quickly. We not only welcome her here today but also look forward to her testimony on behalf of the education component of the Youth Act.

I agree with the thrust and focus of S. 2385, which Senator Williams, Senator Randolph, and I have cosponsored. I believe that the fact that 50 percent of our unemployed are young people between the ages of 16 and 21 constitutes the single most dangerous and erosive reality facing our society today.

But I also have a major reservation. I am concerned that the program not be financed at the expense of critically important and successful education programs already in effect. That would be as tragic as if we ignored the problem of youth unemployment that is before us.

Nor should the immediacy of our fiscal crisis divert our attention from seeking to solve the serious problems that are addressed in this legislation. The concept behind the program is sound. It makes good economic sense. Without improved skills, these young Americans will have little chance to become responsible taxpaying citizens.

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I recognize, too, that the dimensions of the problems are immense. The average unemployment rate for young people is 13 percent. For black youth, it is close to 40 percent, and in many depressed areas, it exceeds 50 percent.

In my own home State of Rhode Island, where the overall unemployment rate is 7.6 percent, the unemployment rate in 1979 for young persons aged 16 to 19 was a startling 17.9 percent.

That, however, is just the tip of the iceberg. For beneath those statistics is the disturbing reality that most of the unemployed youth lack proficiency in basic skills—reading, writing, and computing—and are unprepared in attitude and habits to enter the workplace.

The portent of this situation is ominous. It could well mean that for an entire generation of young Americans the opportunity for gainful, productive employment will not be possible. The cost of that in social terms would be staggering. But the cost in human terms would literally be devastating.

The tragedy is that we are already traveling down this perilous road. To change directions will not be easy, but that should not deter us.

In conclusion, the thing that worries me about this legislation is the physical domain that may be involved because the expense this year is little, while funds are going up substantially next year and more the year after next. I would hope the passage of this would not mean a reduction in other budgets and other programs which are proving themselves.

[The text of S. 2385 follows:]

II

96TH CONGRESS
2D SESSION

S. 2385

To extend the authorization of youth training and employment programs and improve such programs, to extend the authorization of the private sector initiative program, to authorize intensive and remedial education programs for youths, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 5 (legislative day, JANUARY 3), 1980

Mr. WILLIAMS (for himself, Mr. PELL, and Mr. RANDOLPH) introduced the following bill; which was read twice and referred to the Committee on Labor and Human Resources

---

A BILL

To extend the authorization of youth training and employment programs and improve such programs, to extend the authorization of the private sector initiative program, to authorize intensive and remedial education programs for youths, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Act of 1980".

TITLE I—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

SHORT TITLE

SEC. 101. This title may be cited as the "Youth Training and Employment Act of 1980".

STATEMENT OF PURPOSE

SEC. 102. It is the purpose of this title, in coordination with the Youth Education and Training Act set forth in title II of this Act, to increase the future employability of youths most in need by increasing their basic educational competency and workplace skills through a carefully structured combination of education, training, work experience, and related services. This title is designed to help achieve these objectives through providing the optimum mix of services focused upon disadvantaged youths. Additional purposes of this title include improving local accountability for program performance, simplifying reporting, increasing local decision-making on the mix and design of programs, providing extra resources for distressed areas, providing incentives for promoting special purposes of national concern, improving access by youths to private sector employment, assisting in improving staff and program capacity for those who provide the services, and providing trustworthy job references for participants.

APPROPRIATIONS AUTHORIZATIONS

SEC. 103. (a) Section 112(a)(4)(C) of the Comprehensive Employment and Training Act is amended to read as follows:

"(C) There are authorized to be appropriated such sums as may be necessary for the fiscal year 1981 and for each of the three succeeding fiscal years to carry out title IV.".

(b) Section 112(a)(7) of the Comprehensive Employment and Training Act is amended by adding at the end thereof the following new subparagraph:

"(C) There are authorized to be appropriated such sums as may be necessary for the fiscal years 1981 and 1982 to carry out title VII.".

REVISION OF TITLE IV–A

SEC. 104. (a) Section 1 of the Comprehensive Employment and Training Act is amended by deleting from the table of contents sections 401, 402, and sections 411–441 of part A of title IV, and substituting in lieu thereof the following:

"Sec. 401. Statement of purpose.
"Sec. 402. Participant eligibility for title IV programs.

"PART A—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

"Sec. 405. Congressional findings and statement of purpose.
"Sec. 406. Funds available for each subpart.

"Subpart 1—Basic Programs

"Sec. 411. Allocation of funds.
"Sec. 412. Prime sponsor basic programs
"Sec. 413. Equal chance supplements.
"Sec. 414. Prime sponsor youth plans.
"Sec. 415. Review of youth plans by Secretary.

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"Subpart 2—Incentive Grants

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"Sec. 431. Developmental and demonstration programs.
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"Sec. 433. Training, technical assistance, and knowledge development and dissemination.

"Subpart 4—General Provisions

"Sec. 441. Allowances."

(b) Section 1 of the Comprehensive Employment and Training Act is further amended by deleting from the table of contents sections 444–447 of part A of title IV and substituting in lieu thereof the following:

"Sec. 444. Special provisions.
"Sec. 445. Academic credit.
"Sec. 446. Relation to other provisions."

(c) Sections 401, 402, and 411–439 of part A of title IV of the Comprehensive Employment and Training Act are amended to read as follows:

"STATEMENT OF PURPOSE

"Sec. 401. It is the purpose of this title to provide training and employment programs for eligible youths to assist them in obtaining job opportunities and to improve their opportunities for future employment and increased earnings.

"PARTICIPANT ELIGIBILITY FOR TITLE IV PROGRAMS

SEC. 402. (a)(1) To be eligible for programs under part A, a youth must be 16 to 21 years of age (inclusive), and have a family income at or below 85 percent of the lower living standard income level, except that (A) 10 percent of each recipient's funds may be used for youths age 16 to 21 (inclusive) who do not meet such income requirement but who otherwise demonstrate the need for such services, and (B) youths shall be eligible who are age 16 to 21 (inclusive) and (i) who are economically disadvantaged as defined in section 3(8) of this Act, or (ii) in accordance with standards prescribed by the Secretary, who are handicapped individuals, youths under the supervision or jurisdiction of the juvenile or criminal justice system, pregnant teenagers or teenage mothers, or youths attending target schools under the basic skills program under the Youth Education and Training Act.

"(2) Youths otherwise eligible under paragraph (1) of this subsection but who are age 14 and 15 (inclusive) may receive counseling, occupational information, and other transition services either on an individual or group basis.

"(b) The Secretary shall issue regulations which, as a condition of participation in programs under part A, shall require (1) a specific period of joblessness, during which a youth must not have been employed prior to application for the program, or (2) a specific initial period which shall be unstipended, during which a participating youth may receive only counseling, occupational information, career assessment, job referrals, and other transitional services.

"(c) The Secretary shall, by regulation, assure that programs under part A will give priority to youths who are experiencing the most severe handicaps in obtaining employment, such as to those who lack a high school diploma or other credentials, those who require substantial basic and remedial skill development, those out-of-school youths who have been jobless for a long period of time, those who lack equal opportunity due to sex, ethnic group, or handicap, those who are veterans of military service who are facing problems of readjustment to the civilian labor market, those who are under the supervision or jurisdiction of the juvenile or criminal justice system, those who are handicapped individuals, those who have dependents, or those who have otherwise demonstrated special need, as determined by the Secretary.

"(d) To be eligible for summer youth employment programs under part C, a youth must meet the eligibility requirements in paragraph (1) of subsection (a) of this section, except that otherwise eligible youths who are age 14 and 15 (inclusive) may participate if the program includes an educational component.

"PART A—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

"CONGRESSIONAL FINDINGS AND STATEMENT OF PURPOSE

"SEC. 405. (a) Congress finds and declares that:

"(1) Youth unemployment accounts for a major share of aggregate unemployment and is a problem of increasing concern.

"(2) Youth unemployment problems are all the more critical because they are inequitably distributed among ethnic groups and economic levels.

"(3) The hardship related to youth joblessness is significant.

"(4) Joblessness among youths has significant social costs and consequences.

"(5) Intensive remedial employment, training, employment-related services, and supportive services, designed to lead to career entry, provide social benefits by enabling youths thereafter to apply their skills throughout their careers.

"(6) Occupational stereotypes based on ethnic group or sex can best be counteracted before career-limiting patterns are set.

"(7) Efforts to effectively prepare disadvantaged youths for unsubsidized employment in the private sector must be correlated with the needs and requirements of private employers, who must be recognized as partners in the planning and implementation of youth training and employment programs.

"(b) Congress further finds and declares that the problem of youth joblessness should be addressed not only with a view toward addressing the immediate employment problems, but more particularly in a developmental framework with a view toward moving jobless youths step-by-step into long-term productive careers in the public and private sectors of the economy. Accordingly, training and employment programs for youths should be designed in a manner which parallels the natural development of youths as they progress toward the adult world of work.

"(c) It is therefore the purpose of this part to provide support for youth training and employment programs, along with ancillary employment-related services and supportive services, which—

"(1) will develop the skills and competencies of youths to enable them to obtain unsubsidized employment through a sequence of activities that (A) provide intensive remedial education and basic skills training needed for entry into the world of work; (B) develop the skills and ability to perform competently in entry level work; (C) provide an awareness of, and introduction to, the world of work; and (D) provide the advanced skills, training, and job search assistance needed by older youths seeking career employment;

"(2) provide for assessment of each youth to determine his or her need for employability development; for employment and other services to be afforded to such youths in accordance with such assessed needs; and for employment-related competencies gained by such youths to be documented and recognized in accordance with standards developed in the community;

"(3) provide for performance standards for prime sponsors and service deliverers, and benchmarks for youth participants;

"(4) provide for extensive coordination and cooperation in the planning and operation of the programs with local educational agencies, especially with respect to activities on behalf of in-school youths, and for the involvement of the business community, labor organizations, and community-based organizations; and

"(5) assure to youths freedom from the limitations of occupational stereotypes based on sex, ethnic group, or handicap.

"FUNDS AVAILABLE FOR EACH SUBPART

"SEC. 406. (a) From the sums available for this part, the Secretary shall make available—

"(1) not less than 68 percent thereof for purposes of subpart 1 of this part; and

"(2) not less than 22 percent thereof for incentive grants under subpart 2 of this part.

"(b) Not more than the lower of 10 percent of the funds available for this part, or $150,000,000, shall be available for Secretary's discretionary programs under subpart 3.

"Subpart 1—Basic Programs

"ALLOCATION OF FUNDS

"SEC. 411. (a) From the amounts made available pursuant to section 406(a)(1) for each fiscal year—

"(1) not less than 5 percent of the sums available for this part shall be made available to Governors for special statewide youth services, to be allocated among the States in accordance with the factors set forth in subsection (c) of this section;

"(2) not less than 2 percent of the sums available for this part shall be made available for youth training and employment programs operated by Native American sponsors qualified under section 302(c)(1), in accordance with regulations which the Secretary shall prescribe; and

"(3) not less than 2 percent of the sums available for this part shall be made available for training and employment programs operated by sponsors qualified under section 303 for youths in migrant and seasonal farmworker families, in accordance with regulations which the Secretary shall prescribe.

"(b) The remaining amounts available pursuant to section 406(a)(1) for each fiscal year, which shall be not less than 59 percent of the sums available for this part, shall be made available to prime sponsors for youth training and employment programs under this subpart, as follows:

"(1) one-half of 1 percent of the sums available for this part shall be allocated in the aggregate for Guam, the Virgin Islands, American Samoa, the Northern Marianas, and the Trust Territory of the Pacific Islands, in accordance with regulations which the Secretary shall prescribe;

"(2) the remaining amounts shall be allocated among States so that (A) three-fourths of such remaining amounts shall be allocated as determined in accordance with subsection (c) of this section, and (B) one-fourth thereof shall be allocated as determined in accordance with subsection (d) of this section.

"(c)(1) Amounts to be allocated in accordance with this subsection shall be allocated among States in such manner that—

"(A) 37.5 percent thereof shall be allocated in accordance with the relative number of unemployed persons within each State as compared to the total number of unemployed persons in all States;

"(B) 37.5 percent thereof shall be allocated in accordance with the relative number of unemployed persons residing in areas of substantial unemployment (as defined in section 3(2)) within each State as compared to the total number of unemployed persons residing in all such areas in all States; and

"(C) 25 percent thereof shall be allocated in accordance with the relative number of persons in families with an annual income below the low-income level (as defined in section 3(16)) within each State as compared to the total number of such persons in all States.

"(2) Such amounts as are required pursuant to subsection (b) of this section to be allocated among States in accordance with paragraph (1) of this subsection shall be further allocated by the Secretary among prime sponsor areas within each State based upon the factors set forth in paragraph (1).

"(d) Amounts required by subsection (b)(2)(B) of this section to be allocated under this subsection shall be allocated as follows:

"(1) Puerto Rico, and each prime sponsor area within Puerto Rico, shall receive such share of such amounts as is equivalent to the comparable share of allocations under subsection (c).

"(2) The remaining amounts shall be allocated among other States, and among prime sponsor areas within each such State, in the following manner:

"(A) 50 percent thereof shall be allocated among States, and prime sponsor areas within each State, on the basis of the relative excess number of unemployed individuals in each prime sponsor area as compared to the total excess number of unemployed individuals in all such prime sponsor areas. For purposes of this subparagraph, the term 'excess number of unemployed individuals' means the number of unemployed individuals in excess of the ratio which the total number of unemployed individuals in all States bears to the total number of individuals in the civilian labor force of all States. For purposes of this subparagraph, the number of unemployed individuals for States may be determined on the basis of the number of unemployed youths when satisfactory data are available on a three-year basis.

"(B) 50 percent thereof shall be allocated among States, and among prime sponsor areas within each State, on the basis of the relative excess number of low-income youths in each prime sponsor area as compared to the total excess number of low-income youths in all such prime sponsor areas. For purposes of this subparagraph, the term 'low-income youths' means youths with family incomes at or below 70 percent of the lower living standard income level (as determined by the Secretary); and the term 'excess number of low-income youths' means the number of low-income youths in excess of the ratio which the total number of low-income youths in all States bears to the total number of youths in the population of all States. For purposes of this subparagraph, the number of low-income youths may be determined on the basis of the number of individuals in low-income families, except that the number of low-income youths may be used where satisfactory data are available.

"(3) For purposes of this subsection, the term 'youths' means individuals who are age 16 to 24 (inclusive), and the term 'States' means the fifty States and the District of Columbia.

"PRIME SPONSOR BASIC PROGRAMS

"SEC. 412. (a) Prime sponsors shall provide employment opportunities, appropriate training, and employment related and supportive services for eligible youths, including but not limited to the following:

"(1) Preemployment assistance shall be provided for youths who lack world-of-work skills needed to find or successfully hold a job or to make career decisions. Such assistance may include occupational testing and counseling, occupational exploration, job search and job referral assistance, and instruction in the demands of the workplace. Such assistance shall be designed to better prepare youths for entry into the labor market, and for the transition from school to work, in order to reduce the period of and increase the success of initial job search, to improve performance in entry jobs, and to improve career awareness and choice.

"(2) Productive basic work experience shall be provided for youths with limited job experience and options. Such opportunities shall be provided through in-school and summer work experience for students, and full-time work experience for dropouts. Work experience shall be closely linked to education, and shall be designed to develop basic experience in holding and performing on, a job. Such opportunities shall emphasize close supervision and productive output in order to contribute measurably to society through community service and improvement.

"(3) Remedial education and training opportunities shall be provided and shall be designed principally for older out-of-school youths who lack occupational skills or educational competencies to compete in the adult labor market, and who demonstrate the maturity and understanding to successfully complete such activities. Such opportunities may be provided through residential and nonresidential vocational training and basic education activities. Remedial services may include such activities as literacy training and bilingual training to overcome language barriers to employment, shall be of sufficient duration to assure substantive occupational skill or educational competency acquisition, and shall be linked directly to the labor market to assure subsequent application of acquired skills and educational competencies. Remedial services shall be designed to prepare such youths to enter the first step of career ladders from which they might otherwise be excluded.

"(4) Career ladder work opportunities shall be provided to older youths leading to adult career opportunities. Such work shall be provided primarily in on-the-job training in the private sector, and shall be in jobs which foster transferable skills and emphasize movement into permanent employment. Such work shall be structured to maximize job-related training, and shall be designed to provide youths, who have completed basic work experience and remedial activities, with specific occupational competencies and access to productive adult job opportunities.

"(e) Work experience opportunities as described in this section may include but are not limited to the following:

"(1) youth conservation projects, such as park establishment and upgrading; environmental quality control, including integrated pest management activities; preservation of historic sites; maintenance of visitor facilities; and conservation, maintenance, and restoration of natural resources on publicly held lands;

"(2) youth community improvement projects, such as neighborhood revitalization; neighborhood transportation services; rehabilitation or improvement of public facilities; weatherization and basic repairs to homes occupied by low-income families; energy conservation activities, including application of solar energy techniques (especially those using materials available without cost to the program); and removal of architectural barriers to access to public facilities by handicapped persons;

"(3) community betterment activities, such as work in education, health care, and crime prevention and control; and

"(4) innovative cooperative education programs for youths in secondary and postsecondary schools designed to coordinate education programs with work in the private sector.

"(c) Training activities may include, but are not limited to, the following:

"(1) classroom training and remedial education;

"(2) institutional skills training;

"(3) on-the-job training; and

"(4) assistance in attaining certificates of high school equivalency.

"(d) Supportive services and employment-related services as described in this section may include, but are not limited to, the following:

"(1) outreach, assessment, and orientation;

"(2) counseling, including occupational information and career counseling free of occupational sex stereotyping based on sex, ethnic group, or handicap, and including information on nontraditional jobs;

"(3) career guidance activities promoting transition from education and training to work;

"(4) provision of information concerning the labor market, and occupational, educational, and training information;

"(5) services to help youths obtain and retain employment;

"(6) supportive services (as defined in paragraph 26 of section 3 of this Act), such as child care and transportation assistance;

"(7) job sampling, including occupational exploration in the public and private sectors;

"(8) job restructuring, including assistance to employers in developing job ladders or new job opportunities for youths;

"(9) community-based central intake and information services for youths;

"(10) job development, job referral and placement assistance to secure unsubsidized employment opportunities for youths, and referral to employability development programs; and

"(11) programs and services to overcome stereotyping based on sex, ethnic group, or handicap, with respect to job development, referral, and placement.

"(d) Funds available for purposes of this subpart may be used subject to the following conditions:

"(1) such funds shall be used for training and employment activities, but may not be used for standard courses of instruction in the secondary schools of any local educational agency which would otherwise be provided;

"(2) such funds may support programs operated through service deliveries other than local educational agencies, such as through community-based organizations and other nonprofit organizations, and through alternative arrangements, which may include classroom training leading toward a high school equivalency certificate;

"(3) such funds may be used for adult basic education programs or programs carried out through postsecondary institutions, but no such program shall lead toward a postsecondary degree except where the Secretary may otherwise provide;

"(4) the prime sponsor shall provide assurances that there will be an adequate number of supervisory personnel on each work project and that supervisory personnel are adequately trained in skills needed to carry out the project and can instruct participating eligible youths in skills needed to carry out the project;

"(5) the prime sponsor may make reasonable payment for the acquisition or rental of such space, supplies, materials, and equipment as determined to be necessary in accordance with regulations of the Secretary.

"(e) Prime sponsors serving areas which include target schools funded under the Youth Education and Training Act shall make adequate part-time work experience opportunities available for youths in such schools in conjunction with programs under that Act, pursuant to an agreement with the local educational agency and in accordance with regulations issued by the Secretary of Labor in consultation with the Secretary of Education.

"EQUAL CHANCE SUPPLEMENTS

"SEC. 413. Prime sponsors receiving equal chance supplemental allocations in accordance with section 411(b)(2)(B) shall primarily use such funds to serve youths residing in communities and neighborhoods which have particularly severe economic and social problems which generate multiple obstacles to the employment and employability development of such youths, so as to help provide such youths an equal chance in developing the same long-term employment potential as less disadvantaged youths. Such communities and neighborhoods shall be designated by prime sponsors on the basis of such factors as poverty, school dropout rates, lack of employment opportunities, and other relevant factors.

"PRIME SPONSOR YOUTH PLANS

"SEC. 414. The Secretary shall provide financial assistance under this part only to a prime sponsor submitting a youth plan, as part of its comprehensive plan under section

103, which sets forth satisfactory provisions meeting the following conditions:

"(1) The skills and competencies of youths designed to enable them to obtain unsubsidized employment shall be developed through a sequence of activities that (A) provide intensive remedial education and basic skills training needed for entry into the world of work; (B) develop the skills and ability to perform dependably in entry level work: (C) provide an awareness of and introduction to the world of work; and (D) provide advanced skills training and job search assistance needed by older youths seeking employment.

"(2) Each youth shall be individually assessed in planning his or her employability development. Training and employment and other services shall be afforded to such youths in accordance with such assessed needs. An employability development plan shall be developed for each participating youth cooperatively between the youth and the program personnel, and, to the maximum extent feasible, in coordination with school personnel. The employability development plan shall set forth for each participating youth a program of assistance over specific periods of time throughout the period of the youth's participation, such as remedial education, work experience, employment-related and supportive services, and career development, in accordance with the youth's particular needs, and shall specify performance requirements for the youth and the expected outcomes.

"(3) An individual achievement record shall be established and maintained for each participating youth as a continuing record to document the needs and competencies, including skills, education, employment, and training obtained by each youth. Such record shall be maintained and periodically updated during the entire period of the youth's participation in the program, and shall, to the maximum extent feasible, be coordinated with any school attended by the youth. Such record shall be confidential and information therein shall be available only to persons who require it as part of their responsibilities in operating, administering, or evaluating programs under this part, except that such information may be shared with employers, educators, and others upon the specific authorization of the participant.

"(4) Basic programs assisted under this subpart shall emphasize efforts for out-of-school youth, and programs for such youths shall include basic education and basic skills developed cooperatively with the local educational agency.

"(5) Descriptions shall be provided of the eligible youth population by sex and ethnic group, and of the proposed level of activities for participants from these significant segments of the eligible population.

"(6) Programs assisted under this part shall, to the maximum extent feasible, coordinate services with other youth programs and similar services offered by local educational agencies, postsecondary institutions, the State employment service, private industry councils, agencies assisting youths who are under the supervision or jurisdiction of the juvenile or criminal justice system, the apprenticeship system, community-based organizations, businesses and labor organizations, and other agencies, and with activities conducted under the Youth Education and Training Act, Career Education Incentive Act, Vocational Education Act, the Elementary and Secondary Education Act, and the Juvenile Justice and Delinquency Prevention Act.

"(7) The youth plan, including the youth components of the long-term master plan and the annual plans, shall be developed with the assistance of, and reviewed by, the youth opportunity council, and shall be reviewed by the prime sponsor's planning council.

"(8) Such youth plan shall be developed in consultation with, and reviewed by, the private industry council to assure that training and employment programs are designed to lead to regular employment.

"(9) Appropriate steps shall be undertaken to develop new job classifications, new occupations, and restructured jobs for youths.

"(10) Adequate provisions shall be set forth to assure that, in order to participate in a youth training and employment program, school-age youths shall be required to participate in a suitable educational or basic skills program or component, including where appropriate an educational program leading to a high school equivalency degree.

"(11) Efforts shall be undertaken to overcome sex stereotyping and to develop careers in nontraditional occupations.

"REVIEW OF YOUTH PLANS BY SECRETARY

"SEC. 415. The provisions of sections 102, 104, and 107 shall apply to all youth plans under this subpart.

"BENCHMARKS AND PERFORMANCE STANDARDS

"SEC. 416. (a) Each prime sponsor shall obtain recommendations from the youth opportunity council, prime sponsor's planning council, private industry council, educational agencies, business, labor organizations, community-based organizations, and other community organizations in the development of benchmark standards to serve as indicators, accepted in the community, of youth achievements needed to obtain and retain jobs. Pursuant to basic criteria established by the Secretary, prime sponsors shall develop and use, as appropriate to individual needs, benchmarks which shall include:

"(A) a preemployment level indicating a basic awareness of the world-of-work and occupational options and the development of job-seeking skills;

"(B) a demonstration of maturity through regular attendance and diligent effort in work experience, education, training, and other program activities;

"(C) basic educational skills such as reading, writing, computation, and speaking; and

"(D) occupational competencies such as a particular job skill acquired through institutional or on-the-job training.

"(b) Each sponsor may provide both monetary and nonmonetary incentives for good performance (including monetary incentives authorized by section 441) and appropriate assistance for youths unable to perform satisfactorily.

"(c) The Secretary shall establish prime sponsor performance standards, and, in accordance with the Secretary's regulations, each prime sponsor shall establish service deliverer performance standards suitable for the purposes of various programs carried out under this part, based on program outcomes (for young men and young women in significant segments of the eligible population) such as return to school, job placement, job retention, job quality; program inputs such as quality of worksite, quality of supervision, and the appropriateness of the placement; as well as program management criteria. Such performance standards shall be revised annually based on prime sponsor and service deliverer performance, emerging knowledge about youth labor market problems, and the impact of training and employment programs on the employment and earnings of participants. These standards shall be used in assessing prime sponsor and service deliverer program performance as well as in reviewing youth plans and service deliverer applications under this subpart, and in reviewing applications for incentive grants under subpart 2.

"YOUTH OPPORTUNITY COUNCILS

"SEC. 417. (a) Each prime sponsor shall establish a youth opportunity council, which shall make recommendations to the prime sponsor, planning council, and the private industry council with respect to the youth plan and program operation, and shall review and make recommendations with respect to the establishment and implementation of performance standards established under section 416.

"(b)(1) Each youth opportunity council established in accordance with this section shall be constituted so that (A) one-third of the members shall be representative of employment and training programs (including young men and women who are eligible youths under this part), (B) one-third of the members shall be representative of private sector programs (including business and labor), and (C) one-third of the members shall be representative of education programs (including secondary and postsecondary institutions).

"(2) In order to facilitate unified planning and review by the youth opportunity council of youth programs under this Act and under the Youth Education and Training Act, the prime sponsor may enter into an agreement with a local educational agency, or the State educational agency where the prime sponsor area includes areas served by more than one local educational agency, providing that under subsection (b)(1) the members described in clause (A) shall be named by the prime sponsor, the members described in clause (B) shall be named by the private industry council, and the members described in clause (C) shall be named by the local educational agency or by the State educational agency from names submitted by more than one local educational agency.

"GOVERNOR'S SPECIAL STATEWIDE YOUTH SERVICES

"SEC. 418. The amount available to the Governor of each State under section 411(a)(1) shall be used in accordance with a special statewide youth services plan, approved by the Secretary, for such purposes as—

"(1) providing financial assistance for training and employment opportunities for youths who are under the supervision of the State or other public authorities, or who are under the supervision or jurisdiction of the juvenile or criminal justice system, or for whom State services are otherwise appropriate,

"(2) providing labor market and occupational information to prime sponsors and local educational agencies;

"(3) providing for the establishment of cooperative efforts between State and local institutions, including (A) occupational, career guidance, counseling, and placement services for in-school and out-of-school youths; and (B) coordination of statewide activities carried out under the Career Education Incentive Act;

"(4) providing financial assistance for expanded and experimental programs in apprenticeship trades or development of new apprenticeship arrangements, in concert with appropriate businesses and labor unions or State apprenticeship councils;

"(5) carrying out special model training and employment programs, with particular emphasis on on-the-job training in the private sector, through arrangements between appropriate State agencies and prime sponsors in the State, combinations of such prime sponsors, or service deliverers selected by such prime sponsors; and

"(6) providing assistance to prime sponsors in developing programs to overcome stereotyping by sex, ethnic group, or handicap in career counseling, job development, job referral, and placement.

"Subpart 2—Incentive Grants

"DIVISION OF FUNDS

"Sec. 421. Of the funds available for incentive grants under this subpart, the Secretary shall make available not less than 38 percent thereof to be used for education cooperation incentive grants under section 423. The remainder may be used for special purpose incentive grants under section 422.

"SPECIAL PURPOSE INCENTIVE GRANTS

"Sec. 422. (a) Out of the funds available for this section, the Secretary shall set aside funds for various special purposes designed to assist in meeting objectives of national concern, including those set forth in subsection (e).

"(b) The Secretary may make special purpose incentive grants available in accordance with this section to prime sponsors, Governor's special statewide youth services under section 418, Native American programs qualified under section 302(c)(1), and migrant and seasonal farmworker programs qualified under section 303, but only if a matching amount of funds, as specifically established by the Secretary, is committed from their allocations under subpart 1 or other provisions of this Act or from other funds. The Secretary may require varying matching percentages for different special purpose categories, but shall not require matching funds greater than the funds provided under this section.

"(c) Preliminary apportionments for each such special purpose shall be announced to prime sponsors and published in the Federal Register on a timely basis along with a solicitation for grant applications. The Secretary shall make available not less than 25 percent of the total funds under this section in such manner that there will be apportioned to each prime sponsor, as its share of such percentage of such funds, not less than its equivalent share, if any, of allocations under section 411(b)(2)(B). Final apportionments shall be made at the time financial assistance is awarded to applicants, but neither the making of a final apportionment, the awarding of financial assistance, nor the obligation of such funds, shall preclude the Secretary from reapportioning or redistributing the funds at the end of the grant period, or during the grant period, if the Secretary determines that the program is being operated improperly or ineffectively, or that the purposes of this Act would be better served by apportioning or distributing such funds for other special purposes.

"(d) Special purpose incentive grants shall be awarded only to applicants which—

"(1) have submitted proposed programs which are adequately designed to meet the special purposes for which financial assistance is made available under this section;

"(2) have demonstrated performance of satisfactory quality in the past in carrying out programs under this Act; and

"(3) have equitably provided services under this Act to youths who are eligible under this part and to young adults age 22 through 24 who are seeking to enter working careers.

"(e) Special purpose incentive grants may be made available to assist in carrying out exemplary or innovative programs through a variety of approaches, including but not limited to—

"(1) programs for youths needing special services, such as youths with language barriers, youths who are handicapped individuals, youths who are pregnant teenagers or teenage mothers, youths who are alcohol or drug abusers, youths who are under the supervision of the State or other public authorities, and youths who are under the supervision or jurisdiction of the juvenile or criminal justice system;

"(2) programs to meet the differing needs of various geographical areas, including (A) activities in rural areas such as those coordinated with federally assisted efforts for improving transportation to provide easier access to better jobs, training youths for expanded employment opportunities in economic development projects and small businesses, and utilizing existing facilities as multipurpose training and employment centers; and (B) activities in urban areas such as those providing skills training to enable youths to obtain jobs paying adequate wages to meet the higher cost of living in densely populated areas, and training programs to enable disadvantaged youths to participate in employment initiatives in such areas as urban transportation and community development projects;

"(3) specific types of work projects, such as youth conservation projects, and youth community improvement projects, including the weatherization of homes occupied by low-income families;

"(4) special arrangements with various types of service deliverers, such as community-based organizations, community development corporations, private sector organizations and intermediaries, and labor related organizations;

"(5) a variety of mechanisms and arrangements to facilitate the employment of youths through private sector organizations and intermediaries; and

"(6) arrangements with labor organizations to enable youths to enter into apprenticeship training as part of the employment assistance provided under this section.

"EDUCATION COOPERATION INCENTIVE GRANTS

"SEC. 423. (a) The Secretary shall make education cooperation incentive grants available to prime sponsors to carry out programs developed on a cooperative basis with local educational agencies in accordance with this section.

"(b) Funds available under this section shall be used to cover part of the total costs of programs to be carried out pursuant to agreements with local educational agencies. Such funds may be used to supplement resources made available by the prime sponsor from funds under subpart 1 or other provisions of this Act or from other sources, which resources shall be coordinated with commensurate resources provided by the local educational agency, for the purpose of ensuring integrated programs of work experience and educational activities.

"(c) Education cooperation incentive grants may be used for activities carried out under this section or to augment activities under subpart 1, including but not limited to—

"(1) training and employment activities, but such funds shall not be used for standard courses of instruction in the secondary schools of any local educational agency which would otherwise be provided;

"(2) programs carried out through service deliverers other than local educational agencies, such as through community-based organizations and other nonprofit organizations, and through alternative arrangements, which may include classroom training leading toward a high school equivalency certificate;

"(3) adult basic education programs or programs carried out through postsecondary institutions, but no such program shall lead toward a postsecondary degree except where the Secretary may otherwise provide; and

"(4) occupational and career counseling, outreach, occupational exploration, and on-the-job training.

"(d)(1) In order to assist prime sponsors in planning programs under this section, the Secretary shall make preliminary apportionments of the funds available for this section among prime sponsors in the same manner as provided in section 411(b). Such preliminary apportionments shall be announced to prime sponsors and published in the Federal Register on a timely basis.

"(2) Final apportionments shall be made upon approval of programs under this section at the time financial assistance is awarded to prime sponsors. The Secretary may reapportion funds which are subsequently determined not to be needed during such fiscal year or if the Secretary determines that the program is being operated improperly or ineffectively.

"(e)(1) In using funds made available under this section, prime sponsors shall give priority to programs designed to encourage youths to remain in or resume attendance in secondary school or an educational program leading toward a high school equivalency certificate, including but not limited to the provision of part-time work during the school year and full-time work during the summer months for such youths.

"(2) In using such portion of its apportionment under this section as was apportioned in the same manner as provided for under section 411(b)(2)(B), a prime sponsor shall give priority to providing financial support, together with other funds which may be made available by the prime sponsor under this part, for work experience and other training and employment assistance to be provided for students attending target schools designated under the Youth Education and Training Act, consistent with the agreements with local educational agencies required by subsection (f).

"(f) Programs under this section shall be carried out pursuant to an agreement, which shall be reviewed by the youth opportunity council, between the prime sponsor and local educational agency or agencies serving areas within the prime sponsor area. Each such agreement shall—

"(1) provide that special efforts will be made to provide work needed by eligible youths in order to remain in or return to school or complete their education;

"(2) assure that participating youths will be provided training or meaningful work experience, designed to improve their abilities to make career decisions and to provide them with basic work skills and educational competencies needed for regular employment;

"(3) provide that job information, occupational counseling, career guidance, and job referral and placement services will be made available to participating youths; and

"(4) assure that work and training will be relevant to the educational and career goals of participating youths and will be designed to lead to regular employment.

"Subpart 3—Secretary's Discretionary Programs

"DEVELOPMENTAL AND DEMONSTRATION PROGRAMS

"SEC. 431. (a) The Secretary is authorized, either directly or by way of grant or other agreements, to make arrangements with prime sponsors, public agencies, private organizations, and Federal departments and agencies, to carry out innovative, experimental, developmental, and demonstration programs including new and more effective approaches for dealing with the employment problems of youths, and to enable young men and women who are eligible to participate in programs under this part to prepare for, enhance their prospects for, or secure employment in occupations through which they may reasonably be expected to advance to productive working lives.

"(b) Such programs may include cooperative arrangements with educational agencies, community-based organizations, community development corporations, private sector organizations and intermediaries, labor-related organizations, and nonprofit organizations to provide special programs and services, including large-scale projects, for eligible youths, such as work experience (described in section 412(a)(2)), occupational counseling, and career guidance. Such programs may also include making available occupational, educational, and training information through career information systems.

"CONSULTATION BY THE SECRETARY

"SEC. 432. In carrying out or supporting programs under this subpart, the Secretary shall consult, as appropriate, with the Secretary of Education, the Secretary of Commerce, the Secretary of Health and Human Services, the Secretary of Housing and Urban Development, the Secretary of Agriculture, the Secretary of Energy, the Attorney General, the Director of the Community Services Administration, and the Director of the ACTION Agency.

"TRAINING, TECHNICAL ASSISTANCE, AND KNOWLEDGE DEVELOPMENT AND DISSEMINATION

"SEC. 433. The Secretary may use funds under this subpart for activities involving staff training (including training and retraining of counselors and other youth program personnel), technical assistance, and knowledge development and dissemination. Such activities shall be planned and carried out in coordination with similar activities under title III."

SPECIAL LIMITATIONS AND PROVISIONS

SEC. 105. (a) Section 441 of the Comprehensive Employment and Training Act is amended to read as follows:

"ALLOWANCES

"SEC. 441. No basic hourly allowance shall be paid to participating youths under the age of 18 for time spent in a classroom or institutional training activity, except in special circumstances as provided in regulations of the Secretary. Such allowances may be provided to participating youths age 18 and older pursuant to regulations of the Secretary. Allowances may be paid to cover documented costs of program participation such as transportation for eligible youths. Such youths may, at the discretion of the prime sponsor, receive monetary performance incentives as provided in regulations of the Secretary.".

(b) Paragraph (3)(D) of section 442 of such Act is amended by deleting the words "subparts 2 and 3" and substituting in lieu thereof the words "this part.".

(c) Section 444 of such Act is amended by—

(1) amending the heading to read "SPECIAL PROVISIONS";

(2) amending subsection (a) to read as follows:

"SEC. 444. (a) The provisions of section 121(i), relating to time limitations with respect to work experience, shall not be applicable, in whole or in part, to programs meeting such requirements as the Secretary shall prescribe in regulations. The Secretary, may provide, in such regulations, for appropriate time limitations based on such factors as the genuine need to provide certain eligible youths, or particular categories of such youths, work experience to enable them to become equipped for the world of work.".

(3) deleting subsection (b); and

(4) redesignating subsection (c) as subsection (b), and in such subsection deleting the words "subparts 2 and 3" and substituting in lieu thereof "this part".

(d) Section 445 of such Act is amended to read as follows:

"ACADEMIC CREDIT

"SEC. 445. In carrying out this part, appropriate efforts shall be made to encourage the granting by educational institutions or agencies of academic credit to eligible youths who are in classroom or institutional training activities. The Secretary shall cooperate with the Secretary of Education to make suitable arrangements with appropriate State and local educational officials whereby academic credit may also be awarded, consistent with applicable State law, for competencies derived from work experience and other appropriate activities under this part.".

(e) Section 446 of such Act is deleted, and the existing section 447 is redesignated as section 446.

(f) Section 483(a) of such Act is amended to read as follows:

"SEC. 483. (a) In order to receive financial assistance under this part, each prime sponsor shall include the summer youth program component as part of the youth plan submitted to the Secretary in accordance with section 414 of this Act."

COMMITTEE ON YOUTH

SEC. 106. Section 503 of the Comprehensive Employment and Training Act is amended by deleting the word "and" at the end of paragraph (9); by deleting the period at the end of paragraph (10) and substituting in lieu thereof a semicolon followed by the word "and"; and by adding a new paragraph (11) to read as follows:

"(11) establish a committee on youth to consider the problems caused by youth unemployment, make recommendations to enhance interagency coordination of youth programs, and evaluate the effectiveness and quality of training and employment policies and programs affecting youths, for the purpose of reporting thereon to the Commission on Employment Policy, which shall provide its advice thereon to the Secretary of Labor, the President, and the Congress."

REPORT

SEC. 107. (a) Section 127(j) of the Comprehensive Employment and Training Act is amended to read as follows:

"(j) In the annual report required under subsection (a), the Secretary shall report on the programs, activities, and actions taken under title IV of this Act."

(b) Section 3(15)(B) of the Comprehensive Employment and Training Act is amended by deleting the words "of subpart 3".

TECHNICAL AND CLARIFYING AMENDMENTS

SEC. 108. The Comprehensive Employment and Training Act is further amended as follows:

(a) The first sentence of section 302(c)(1)(A) is amended by deleting all that appears after the word "body" through the comma.

(b) Section 124(a) is amended by inserting the following new paragraph after paragraph (4)—

> "(5) Participants may be provided allowances for transportation and other expenses incurred in training or employment."

(c) The second sentence of section 106(b) is amended to read as follows—

"The Secretary shall conduct such investigation and make a determination regarding the truth of the allegation not later than 120 days after receiving the complaint."

(d) Section 106(d)(2) is amended by deleting the words "public service employment"; by deleting the words "section 121 (c)(2), (c)(3), (g)(1), section 122 (c), (e), or section 123(g)" and substituting in lieu thereof "this Act"; and by deleting the words "such sections" both times they appear and substituting in lieu thereof "this Act".

(e) Section 107(a) is amended by deleting the word "person" each of the three times it appears and substituting in lieu thereof "party".

TECHNICAL CORRECTION

SEC. 109. Section 508(b)(3) of the Department of Education Organization Act, Public Law 96-88, is amended by deleting the words "section 302(c)" and substituting in lieu thereof "section 303(c)".

REFERENCES TO DEPARTMENT OF EDUCATION

SEC. 110. (a) Wherever the terms "Secretary of Health, Education, and Welfare" or "Department of Health, Education, and Welfare" appear in sections 311(b), 457(c) and 462(b) of the Comprehensive Employment and Training Act, they are amended to read "Secretary of Education" or "Department of Education", respectively.

(b) Section 305 of the Comprehensive Employment and Training Act is amended by deleting the words "and the Secretary of Health, Education, and Welfare" and the words "Labor and Health, Education, and Welfare" where they occur, and substituting in lieu thereof, respectively, the words "the Secretary of Health and Human Services and the Secretary of Education" and "Labor, Health and Human Services, and Education".

(c) Section 505(b) of the Older Americans Act is amended by deleting the words "Secretary of Health, Education, and Welfare" and substituting in lieu thereof the words "Secretary of Health and Human Services and the Secretary of Education".

TRANSITIONAL PROVISIONS

Section 111. (a) To the extent necessary to provide for the orderly transition of youth training and employment programs in fiscal year 1981, the Secretary of Labor is authorized to provide financial assistance in the same manner and under the same conditions as provided under subparts 2 and 3 of part A and under part C of title IV of the Comprehensive Employment and Training Act, as in effect prior to the enactment of the Youth Training and Employment Act of 1980, from funds appropriated to carry out title IV of the Comprehensive Employment and Training Act as amended by the Youth Training and Employment Act of 1980.

(b) The authority contained in this section shall not be construed to postpone or impede, upon the enactment of this Act, planning for and implementation of the amendments made by this Act.

(c) The amendments made by this Act shall be effective on October 1, 1980, except that sections 108 through 110 of this Act shall be effective upon enactment of this Act.

TITLE II—FINANCIAL ASSISTANCE TO MEET BASIC AND EMPLOYMENT SKILLS NEEDS OF SECONDARY SCHOOL YOUTH

FINDINGS; PURPOSE; SHORT TITLE

Sec. 201. (a) Findings.—The Congress finds that:

(1) High levels of youth unemployment predominantly occur among disadvantaged and minority youth, particularly those who live in poor urban and rural areas.

(2) Key factors contributing to high rates of youth unemployment are a lack of basic reading, writing and computational skills, and a lack of general employment and job-seeking skills.

(3) Secondary schools can play a critical role in efforts to improve youth employment through the development of basic and employment skills by building on existing Federal and State assistance for special educational services for disadvantaged students, most of which is channeled to elementary school students.

(b) PURPOSE.—The purpose of this title is to provide financial assistance—

(1) to increase youth employability by promoting mastery of basic and employment skills among disadvantaged youth in grades 7 through 12 through locally developed school-based programs;

(2) to target resources and services on schools with high concentrations of poor or low-achieving students; and

(3) to promote a partnership among educators, employment and training officers, and private sector

employers that effectively links education, training, and work experiences for disadvantaged youth.

(c) SHORT TITLE.—This title may be cited as the "Youth Education and Training Act".

DURATION OF ASSISTANCE

SEC. 202. During the period beginning October 1, 1980, and ending September 30, 1984, the Secretary shall, in accordance with the provisions of this title, make payments to State educational agencies for grants made on the basis of entitlements created under this title.

PART A—PROGRAMS OPERATED BY LOCAL EDUCATIONAL AGENCIES

BASIC GRANTS—ELIGIBILITY AND AMOUNT

SEC. 205. (a) ELIGIBILITY FOR GRANTS.—(1) Subject to the provisions of subsection (c)(3), each county in a State is entitled to a grant under this part for any fiscal year if—

(A) the number of children counted under paragraph (2) of this subsection exceeds five thousand and exceeds 5 percent of the total number of children aged five to seventeen, inclusive, in the county, or

(B) the number of children counted under paragraph (2) exceeds 20 percent of the total number of children aged five to seventeen, inclusive, in the county.

(2)(A) The number of children to be counted for purposes of paragraph (1) of this subsection is the aggregate of—

(i) the number of children aged five to seventeen, inclusive, in the county from families below the poverty level, as determined under subparagraph (B);

(ii) the number of children aged five to seventeen, inclusive, in the county from families above the poverty level, as determined under subparagraph (C); and

(iii) the number of children aged five to seventeen, inclusive, in the county living in institutions for neglected or delinquent children (other than such institutions operated by the United States) but not counted pursuant to subpart 1 of part B of this title for the purposes of a grant to a State agency, or being supported in foster homes with public funds, as determined under subparagraph (C).

(B) For the purposes of this subsection, the Secretary shall determine the number of children aged five to seventeen, inclusive, from families below the poverty level on the basis of the most recent decennial census. In making this determination, the Secretary shall utilize the criteria of poverty used by the Bureau of the Census in compiling the 1970 decennial census.

(C) For purposes of this subsection, the Secretary shall determine the number of children aged five to seventeen, inclusive, from families above the poverty level on the basis of the number of such children from families receiving an annual income, in excess of the current criteria of poverty, from payments under the program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act; and in making those determinations the Secretary shall utilize the criteria of poverty used by the Bureau of the Census in compiling the most recent decennial census for a nonfarm family of four in such form as those criteria have been updated by increases in the Consumer Price Index. The Secretary shall determine the number of such children and the number of children of such ages living in institutions for neglected or delinquent children, or being supported in foster homes with public funds, on the basis of the caseload data for the month of October of the preceding fiscal year (using, in the case of children described in the preceding sentence, the criteria of poverty and the form of such criteria required by that sentence which were determined for the calendar year preceding such month of October) or, to the extent that such data are not available to the Secretary before January of the calendar year in which his determination is made, then on the basis of the most recent reliable data available to him at the time of the determination.

(b) AMOUNT OF GRANT—PUERTO RICO.—The amount of the grant to which the Commonwealth of Puerto Rico is entitled under this part for any fiscal year shall be an amount which bears the same ratio to the sums available for this part in accordance with the provisions of subsection (e) for that year as (A) the product of the total number of children in the Commonwealth counted in accordance with subsection (a)(2) multiplied by 80 percent of the average per pupil expenditure in the United States multiplied by the percentage described in the following sentence bears to (B) the aggregate of the products resulting from multiplying the total number of children in each State counted in accordance with subsection (a)(2) by the average per pupil expenditure for the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure for the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States. The percentage referred to in clause (A) of the preceding sentence is the percentage that results when the average per pupil expenditure of Puerto Rico is divided by the lowest average per pupil expenditure of any of the 50 States.

(c)(1) AMOUNT OF GRANT—OTHER STATES.—For each county in a State other than the Commonwealth of Puerto Rico eligible to receive a grant under this section for any fiscal year, the Secretary shall determine the product of—

(A)(i) two-thirds of the number of children in excess of five thousand counted under subsection (a)(2) or (ii) the number of children counted under that subsection in excess of 20 percent of the total number of children aged five to seventeen, inclusive, in that county, whichever is greater; and

(B) the average per pupil expenditure in the State in which the county is located, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure for the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

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(2) Subject to the provisions of paragraph (3) and (4), the amount of the grant to which an eligible county is entitled under this part for any fiscal year shall be an amount which bears the same ratio to the sums available for this part in accordance with the provisions of subsection (e) for that year less the amount paid to the Commonwealth of Puerto Rico under subsection (b), as the product (determined under paragraph (1) for that county for that fiscal year bears to the sum of those products for all counties that are eligible in accordance with subsection (a) for that year.

(3) In the case of any county that satisfies the eligibility requirements for receipt of a grant contained in subsection (a), but whose grant, calculated in accordance with the provisions contained in paragraph (2) of this subsection, would amount to less than $25,000, the amount to which that county would otherwise be entitled to receive under this section shall not be paid to that county and shall be retained by the State educational agency and added to the amount available to the State educational agency for the purposes of making payments in accordance with the provisions of subpart 2 of part B of this title.

(4) If the aggregate of the grants, calculated in accordance with the provisions of paragraph (2), to which eligible counties in a State are entitled, amounts to less than one-third of 1 percent of the total funds available under subsec-

tion (e) for this part for any fiscal year, then the total payment to the State under subsection (d) shall be increased to an amount equal to that percentage, and the allocations of counties in other States shall be ratably reduced to the extent necessary to bring the aggregate of those allocations within the limits of the funds available under subsection (e). The amount by which a State's payment is increased under the first sentence of this paragraph shall be retained by the State educational agency and added to the amount available to that agency for the purpose of making payments in accordance with the provisions of subpart 2 of part B of this title.

(d) PAYMENT; USE OF FUNDS.—(1) The Secretary shall pay to a State the total amount to which the counties in that State are entitled under this section for any fiscal year. The State educational agency shall, pursuant to criteria established by the Secretary, allocate 75 percent of each county's entitlement among the local educational agencies that are eligible in accordance with the provisions of paragraph (2) and whose school districts lie (in whole or in part) within that county. The allocation shall be based on the distribution in those districts of children aged five to seventeen, inclusive, from low-income families. The remaining 25 percent of each county's entitlement shall be used in accordance with the provisions of subpart 3 of part B of this title.

(2) A local educational agency is eligible to receive a payment from the county entitlement under paragraph (1) if at least two hundred of its children aged 5 to 17, inclusive, or at least 20 percent of those children, are from low-income families as determined by the State educational agency. A local educational agency may combine with another local educational agency whose district lies within the county for the purpose of establishing eligibility for a payment under the preceding sentence and for the purpose of submitting the application described in section 206 and meeting the other requirements of this part.

(3) The amount paid to a local educational agency under this section shall be used by that agency for activities undertaken pursuant to its application submitted under section 206 and shall be subject to the other requirements of this part.

(e) AVAILABILITY OF FUNDS.—From the sums appropriated for this title for any fiscal year, other than the sums set aside under section 258 and section 259, 87.5 percent shall be available for making payments in accordance with the provisions of this part.

LOCAL PROGRAM APPLICATION

SEC. 206. GENERAL.—A local educational agency is eligible for a grant under this part for a fiscal year if it has submitted an application to the State educational agency. An application shall be approved by the State educational agency upon its determination that the application provides for the use of funds in a manner which meets the requirements of this part and is consistent with the requirements contained in section 436 of the General Education Provisions Act, subject to such additional basic criteria as the Secretary may prescribe.

DEVELOPMENT OF INITIAL SCHOOL PLANS

SEC. 207. (a) GENERAL PURPOSE.—Notwithstanding any other provision of this part, a local educational agency shall use funds it receives under this part for fiscal year 1981 to provide assistance to secondary schools within its district, selected in accordance with the provisions of subsection (b), to develop three-year plans that meet the requirements of subsection (e).

(b) SCHOOL ELIGIBILITY.—A secondary school is eligible to receive planning assistance under this section only if—

(1) it serves a large number or percentage of children from low-income families; or

(2) at least 75 percent of its students score below the 25th percentile in basic skills achievement on an objective test.

The local educational agency shall select, and make publicly available, the measures of low income and basic skills achievement it uses to identify the schools that are eligible to receive assistance under this section.

(c) RANKING AND SELECTION OF SCHOOLS.—(1) Except as provided in paragraph (2), a local educational agency shall rank all of its secondary schools from highest to lowest in concentration of students from low-income families. Notwithstanding the preceding sentence, the agency may rank a school that is eligible under subsection (b)(2) ahead of a school that (as measured under that subsection) has a significantly lower concentration of students deficient in basic skills achievement. A local educational agency may provide planning assistance to a secondary school that applies under this section only if it also provides assistance to all other eligible secondary schools that apply and are ranked higher under this subsection. A local educational agency may conduct separate rankings for each set of secondary schools with comparable grade spans, but the total number of eligible schools may not exceed that produced under a single ranking. Except as necessary to comply with the following sentence, a local educational agency may not award planning assistance under this section to fewer than twice the number of schools that it expects to be able to provide implementation assistance under section 208. In any local educational agency in which there are eight or more secondary schools, that agency shall award planning assistance to no more than 50 percent of the total number of secondary schools that are eligible in accordance with the provisions of subsection (b).

(2) In the case of any local educational agency whose secondary schools number eight or more and in which the enrollment of children from low-income families is uniformly distributed among all secondary schools, that agency may request the State educational agency to approve an alternative proposal for distributing funds under this section in lieu of the approach described in paragraph (1). The State educational agency shall approve any proposal submitted under the preceding sentence if it determines that the local educational agency's alternative would more effectively meet the needs of the lowest achieving students of that agency.

(d) AMOUNT OF PLANNING GRANT.—In providing assistance to any secondary school under this section, a local educational agency shall award each school an amount sufficient to ensure the development of a school plan whose size, scope and quality are such that it would further the purposes of this title.

(e) PLAN REQUIREMENT.—The principal of a secondary school that receives planning assistance under this section shall submit to the local educational agency, within a time established by that agency, a three-year school plan whose submission has been approved by the school site council established in accordance with subsection (f) and that contains the following elements:

(1) Specific short-term and long-term goals for improving basic skills achievement, reducing the student dropout rate, improving student attendance, improving employment skills, strengthening the transition to work, and eliminating stereotyping by race, sex, national origin, or handicapping condition.

(2) Specific approaches for achieving the goals described in paragraph (1) and means for measuring annual progress toward attainment of those goals.

(3) Methods that ensure that students participate in the program without regard to race, sex, national origin, or handicapping condition.

(4) A staff development plan.

(5) A school management plan, including a budget, designed to employ the total resources of the school in meeting the goals described in paragraph (1).

(6) A community outreach plan, including specific provisions designed to involve parents in the education of their children.

(7) Plans to collaborate with the prime sponsor (as defined in section 260) and the private sector in the development of work experience and cooperative education programs for students in grades 10 through 12.

(8) Procedures for developing for each disadvantaged student in that school a basic skills and employ-

ment record that contains elements approved by the prime sponsor and the local private industry council, established in accordance with section 704 of the Comprehensive Employment and Training Act of 1973.

(9) Approaches the school will use to attract back to school those youth aged 16 through 19 who left school prior to earning a certificate of graduation.

(10) Plans to utilize and coordinate appropriate resources available through other local, State, and Federal programs in the effort to achieve the goals described in paragraph (1).

(11) Plans to provide support services, including day care and transportation, when those services are essential to the participation in the program of disadvantaged students and are not available through other local, State, or Federal programs.

(f) SCHOOL SITE COUNCIL.—Any school that receives planning assistance under this section shall establish a school site council to assist the principal of that school in the development of a school plan that meets the requirements of subsection (e). In the event that the school plan is funded by the local educational agency in accordance with section 208, the school site council shall assist the principal in the implementation of the plan, and the attainment and evaluation of its goals. The council members shall be selected in accordance with criteria of the Secretary, except that the council shall have a sex, ethnic, and racial composition that reflects that of the school's student population and shall have representatives from each of the following groups: (1) parents of children enrolled at that school; (2) teachers at that school; (3) local business; (4) organized labor; (5) prime sponsor; (6) students; and (7) community-based organizations. Teachers' representatives shall be selected by their peers and shall constitute at least one-third of the total membership of the council. The principal shall serve as chairman of the council.

(g) USE OF PLANNING FUNDS.—In addition to expenses directly related to the development of a school plan in accordance with the requirements of this section, a secondary school may use funds received under this section for expenses relating to inservice training designed to prepare school staff for the implementation of the plan.

REQUIREMENTS FOR IMPLEMENTATION OF SCHOOL PROGRAMS

SEC. 208. (a) SCHOOL SELECTION.—A local educational agency may use funds received under this part only for programs that are designed to meet the special needs of secondary school students who lack basic and employment skills. The local educational agency, in consultation with an advisory committee established in accordance with the provisions of section 209, shall select from among the school plans submitted under section 207 those schools that are to receive implementation assistance under this section on the basis of criteria established by the local educational agency. Those criteria shall include the following—

(1) The appropriateness of the goals established by the school in its plan and the means for measuring progress toward attainment of those goals.

(2) The extent to which the school would meet the needs of its students to improve basic and employment skills, provide inservice training that would enhance the capability of the entire school to meet the instructional needs of its low achieving students, provide information to students about work opportunities and the relationship of the school to the private sector and prime sponsor, eliminate race, sex, national origin and handicap stereotyping in career information and work experience, and provide for the integration of work experiences with the academic curriculum in order to motivate students to achieve academically and to stay in school.

(3) The extent to which the school involved parents, teachers, the private sector, prime sponsors, and other appropriate segments of the local community in the development of the plan and the extent to which

the plan calls for the ongoing involvement of these groups in the implementation of the plan.

(4) The quality of the efforts made by the school to determine the nature and extent of the needs of its students and the extent to which the plan corresponds to those needs.

(5) The extent to which the school would use and coordinate all available resources, including other Federal and State funds, and improve the use of existing resources, to achieve its goals.

(b) FUNDING.—The local educational agency shall determine the amount and duration of assistance provided to secondary schools under this section, except that—

(1) it shall provide assistance, for no fewer than three consecutive years, to each school selected by it under subsection (a), so long as the local educational agency determines that the school is making substantial, documented progress toward meeting the short- and long-range goals described in section 207(e)(1);

(2) each such school is eligible to receive assistance in amounts that will enable it to conduct activities that will have a major, sustained effect on the achievement, retention, and employment opportunities of disadvantaged youth;

(3) subject to the provisions of paragraph (4), each such school is eligible to receive a minimum award not less than the greater of the following:

(A) $25,000; or

(B) 30 percent of the product of (A) the State average per pupil expenditure, multipled by (B) the total number of children enrolled at that school who are from low-income families, or the total number of children who score below the 25th percentile in basic skills achievement on an objective test, whichever is greater. For purposes of identifying children to be counted under this subparagraph, the local educational agency shall use the same measures it used for the purpose of identifying children to be counted under section 207(b); and

(4) if the school uses special State or Federal funds to provide compensatory education in the basic skills to disadvantaged children, the local educational agency may take these funds into consideration in determining the amount of assistance provided to the school under this section.

(c) PLANNING.—During any fiscal year subsequent to fiscal year 1981, a local educational agency may use not more than 2.5 percent of the funds available to it under this part for that year to assist secondary schools to develop plans under section 207 for programs designed to improve the basic and employment skills of disadvantaged students.

LOCAL DISTRICT ADVISORY COUNCIL

SEC. 209. Except as provided in section 417(b)(2) of the Comprehensive Employment and Training Act of 1973, as amended by section 103 of this Act, each local educational agency that receives funds under this section shall establish an advisory council to recommend to the agency schools for assistance under section 207 and section 208, and services to be provided to nonpublic school students under section 213. The council shall also advise the local educational agency with respect to the evaluation of each school's progress toward achievement of its goals. Members of the advisory body shall be selected by the local educational agency in accordance with procedures prescribed by the Secretary, and shall be representative of—

(1) parents, at least one of whom is selected by members of the district advisory council established under section 125 of the Elementary and Secondary Education Act of 1965;

(2) local citizens, including youth;

(3) private industry;

(4) the prime sponsor;

(5) community-based organizations;

(6) teachers;

(7) private schools; and

(8) labor organizations.

The advisory body shall have a sex, ethnic, and racial composition that corresponds as closely as possible to the composition of the population of the area served by the local educational agency.

FUNDS ALLOCATION

SEC. 210. (a) MAINTENANCE OF EFFORT.—A local educational agency is eligible for assistance under this title for any fiscal year only if the State educational agency finds that the combined fiscal effort per student or the aggregate expenditures of that agency and the State with respect to the provision of free public education by that agency for the preceding fiscal year was not less than the combined fiscal effort per student or the aggregate expenditures for that purpose for the second preceding fiscal year.

(b) RESOURCE EQUIVALENCY.—(1) A local educational agency receiving funds under this part shall ensure that the regular funds from non-Federal sources for schools receiving funds under this part be substantially equivalent, in the aggregate, to the funds provided similar schools not funded under this part.

(2) A local educational agency receiving funds under this part must ensure that these funds increase the level of

resources available to schools receiving funds under this part and that Federal, State, and local supplemental funds be equitably distributed, in the aggregate, to schools receiving funds under this title in comparison with similar schools not receiving funds under this title.

COMPLAINT RESOLUTION

SEC. 211. A local educational agency that receives assistance under this part shall develop and implement, in accordance with criteria prescribed by the Secretary, written procedures for the resolution of compliants made to that agency by advisory councils, parents, teachers, or other concerned organizations or individuals concerning violations of this title, or of applicable provisions of the General Education Provisions Act in connection with programs under this title. The procedures shall—

(1) provide specific time limits for investigation and resolution of complaints, which shall not exceed thirty days unless a longer period of time is provided by the State educational agency due to exceptional circumstances in accordance with criteria prescribed by the Secretary;

(2) provide an opportunity for the complainant or the complainant's representative, or both, to present evidence, including an opportunity to question parties involved;

(3) provide the right to appeal the final resolution of the local educational agency to the State educational agency within thirty days after receipt of the written decision; and

(4) provide for the dissemination of information concerning these procedures to interested parties, including all district and school advisory councils.

REPORTS

SEC. 212. The reports which a local educational agency is required by section 436(b)(4) of the General Education Provisions Act to make to appropriate State agencies and the Secretary shall be made no less frequently than annually and shall include a detailed description of the progress made by each school assisted under this part to meet its objectives. This description shall include the specific performance criteria used by each school to measure progress.

PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE SCHOOLS

SEC. 213. GENERAL REQUIREMENTS.—(a)(1) From the funds available to a local educational agency under this part for any fiscal year, the agency shall set aside an amount which bears the same ratio to the total funds available as the number of children in that district who are described in section 205(a)(2) and who are enrolled in nonpublic secondary schools bears to the total number of children enrolled in secondary schools in that district who are described in section 205(a)(2). The local educational agency shall use the funds so set aside to arrange, in a manner consistent with the Constitution of the United States and local, State, and Federal law, for the provision of special services to disadvantaged students who are enrolled in nonpublic secondary schools within its district on a basis comparable to those provided to similar students enrolled in the secondary schools of the local educational agency. In arranging for the provision of special services under this section, a local educational agency shall give priority to students enrolled in schools with high concentrations of students who are from low income families or who demonstrate limited academic achievement.

(2) In carrying out the provisions of this subsection, a local educational agency may (A) provide services to the students enrolled in nonpublic secondary schools that do not discriminate on the basis of race, color, or national origin or (B) make payments to a nonpublic secondary school that does not discriminate on the basis of race, color, or national origin so that it may arrange for those services, except that a local educational agency may make payments under clause (B) only to a school that is not devoted to religious ends or uses. Any nonpublic school that receives payments under clause (B) shall be subject to all the requirements under this part

applicable to a local educational agency other than sections 210 (b) and (c).

(b) BYPASS PROVISION.—(1) If the Secretary determines that a local educational agency (A) is prohibited or substantially impeded by State or local law or policy from providing special services to students enrolled in nonpublic schools as required by subsection (a), or (B) has substantially failed to arrange for the provision of services to those children on a comparable basis as required by that subsection, the Secretary shall waive that requirement and arrange for the provision of services to those children through arrangements which shall be subject to the requirements of subsection (a).

(2)(A) When the Secretary arranges for services pursuant to this subsection, he shall, after consultation with the appropriate public and private school officials, pay to the provider the cost of those services, including the administrative cost of arranging for those services, from the appropriate allocations under this part.

(B) Pending final resolution of any investigation or complaint that could result in a determination under this subsection, the Secretary may withhold from the appropriate allocations the amount he estimates would be necessary to pay the cost of those services.

(C) Any determination by the Secretary under this section shall continue in effect until the Secretary determines that there will no longer be any failure or inability on the part of the local educational agency to meet the requirements of subsection (a).

(3)(A) The Secretary shall not take any final action under this subsection until the State educational agency and local educational agency affected by that action have had an opportunity, during a period of at least forty-five days after receiving written notice thereof, to submit written objections and to appear before the Secretary or his designee to show cause why the action should not be taken.

(B) If a State or local educational agency is dissatisfied with the Secretary's final action after a proceeding under subparagraph (A) of this paragraph, it may within sixty days after notice of such action, file with the United States court of appeals for the circuit in which that State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(C) The findings of fact by the Secretary, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(D) Upon the filing of a petition under subparagraph (B) the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

PART B—PROGRAMS OPERATED BY STATE AGENCIES

Subpart 1—Programs for Special Populations

ELIGIBILITY AND AMOUNT

SEC. 221. (a) ENTITLEMENT.—A State educational agency or a combination of such agencies, upon application for a fiscal year, shall be entitled to a grant under this subpart for that year, to establish or improve, either directly or through local educational agencies or other State agencies, programs for migratory children of migratory agricultural workers or of migratory fishermen and programs for children in institutions for neglected or delinquent children or in adult correctional institutions which meet the requirements of section 222.

(b) Amount of Grant.—(1) For each State eligible to receive a grant under this subpart for any fiscal year, the Secretary shall determine the product of—

(A) the number of children in the State who are counted in accordance with the provisions of paragraph (3); and

(B) the average per pupil expenditure in the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure in the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

(2) The amount of the grant to a State under this subpart for a fiscal year shall be an amount which bears the same ratio to the total funds available for this subpart for that year as the product determined under paragraph (1) for that State for that fiscal year bears to the sum of the products for all States that are eligible for a grant under this subpart for that fiscal year.

(3) The number of children to be counted for purposes of paragraph (1) is the aggregate of—

(A) the estimated number of migratory children of migratory agricultural workers or of migratory fishermen who are aged five to seventeen, inclusive, and who reside in the State full time;

(B) the full-time equivalent of the estimated number of such migratory children who are aged five to seventeen, inclusive, and who reside in the State part time, as determined by the Secretary; and

(C) the number of neglected or delinquent children in average daily attendance, as determined by the Secretary, at schools for those children operated or supported by a State agency, including schools providing education for those children under contract or other arrangement with the State agency.

(c) AVAILABILITY OF FUNDS.—From the sums appropriated for this title for any fiscal year, other than sums set aside under section 258 and section 259, 2.5 percent shall be available for the purpose of making payments in accordance with the provisions of this subpart.

PROGRAM REQUIREMENTS

SEC. 222. (a) REQUIREMENTS FOR APPROVAL OF APPLICATION.—The Secretary may approve an application submitted under section 221 only upon his determination that payments will be used for programs at the secondary school level—

(1)(A) which are designed to improve the basic and employment skills of migratory children of migratory agricultural workers or of migratory fishermen, and to coordinate those programs with similar programs in other States, including the transmittal of pertinent information with respect to school records of those children;

(B) that in planning and carrying out programs there has been and will be appropriate coordination with State employment and training programs, and programs administered under section 303 of the Comprehensive Employment and Training Act of 1973;

(C) that the programs will be administered and carried out in a manner consistent with the basic objectives of part A of this title; and

(2) which are designed to improve the basic and employment skills of youth in institutions for neglected or delinquent children or in adult correctional institutions. These programs shall be designed to support educational services supplemental to the basic education of those children that must be provided by the State, and shall be administered and carried out in a manner consistent with part A of this title.

(b) BYPASS PROVISION.—If the Secretary determines that a State is unable or unwilling to conduct educational programs for migratory children of migratory agricultural workers or of migratory fishermen, or that it would result in more efficient and economic administration, or that it would add substantially to the welfare or educational attainment of such children, he may make special arrangements with other public or nonprofit private agencies to carry out the purposes of this section in one or more States, and for this purpose he may use all or part of the total of grants available for any such State under this section.

Subpart 2—State Supplemental Programs

ELIGIBILITY AND AMOUNT

SEC. 231. (a) ENTITLEMENT.—A State educational agency, upon its application for a fiscal year, shall be entitled to receive a grant for that year under this subpart to establish or improve, through local educational agencies, programs designed to improve the basic and employment skills of disadvantaged secondary school students.

(b) AMOUNT OF GRANT.—(1) For each State eligible to receive a grant under this subpart for any fiscal year, the Secretary shall determine the product of—

(A) the number of children in the State who are counted in accordance with section 205(a)(2); and

(B) the average per pupil expenditure in the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure in the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

(2) Subject to the provisions of section 241, the amount of the grant which shall be made available to a State under this subpart for any fiscal year shall be an amount which bears the same ratio to the total funds available for this subpart as the product determined under paragraph (1) for that State for that fiscal year bears to the sum of the products for all States that are eligible for a grant under this subpart for that fiscal year.

(c) AVAILABILITY OF FUNDS.—From the sums appropriated for this title for any fiscal year, other than sums set aside under section 258 and section 259, 10 percent shall be available for the purpose of making payments in accordance with the provisions of this subpart.

PROGRAM REQUIREMENTS

SEC. 232. The Secretary may approve an application submitted under section 231 only upon his determination that—

(1) payments will be used for planning and implementing programs that are designed to improve the basic and employment skills of disadvantaged students;

(2) programs will be conducted at secondary schools (regardless of whether they are within local educational agencies eligible to receive assistance under part A of this title) that meet the eligibility requirements contained in section 207(b);

(3) the State will administer the programs under this subpart in a manner consistent with the basic objectives of and procedures contained in part A; and

(4) the State will establish an advisory body in accordance with section 233.

ADVISORY COUNCIL

SEC. 233. To be eligible for assistance under this subpart, a State shall establish an advisory council whose function shall be to advise the State educational agency in the selection of schools to be assisted under section 231. The Governor of the State and the State educational agency shall designate equal numbers of members of the council. The Governor and the Sate educational agency shall select two-thirds of the members of the council from among the individuals who serve as members of the following groups:

(1) The State employment and training council, established in accordance with section 110 of the Comprehensive Employment and Training Act of 1973; and

(2) The State advisory council for vocational education, established in accordance with section 105 of the Vocational Education Act.

Subpart 3—Vocational Education Program

PAYMENTS TO STATE

SEC. 241. (a) GENERAL.—The Secretary shall pay, from the amount available to each State for grants under this title, an amount equal to 25 percent of the total funds to which the State is entitled under part A, subpart 2 of this part and section 256 to the sole State agency for vocational education for the purpose of planning and implementing, through local education agencies, programs to improve the basic skills, employment skills and special occupational skills of disadvantaged in-school and out-of-school youth that are consistent with the requirements of this subpart.

(b) SPECIAL DEFINITIONS.—For the purposes of this subpart—

(1) "in-school youth" means students enrolled in grades 10 through 12; and

(2) "out-of-school youth" means youth aged 16 through 19 who left school prior to earning a certifi-

cate of graduation and who are eligible for services under title I of this Act.

PROGRAM REQUIREMENTS

SEC. 242. The Secretary may make the payments authorized by section 241 only upon his determination that—

(1) the funds attributable to part A, subpart 2 of this part, and section 256 will be used in a manner consistent with the objectives and pursuant to the requirements contained in each of those authorities, respectively;

(2) the sole State agency for vocational education will use the funds attributable to part A to provide assistance to counties in amounts that, in the aggregate, equal that portion of the county's entitlement under part A that is made available to the sole State agency under this subpart;

(3) the sole State agency for vocational education will approve the percentage of assistance provided to each local educational agency under this subpart that may be used for programs designed to serve out-of-school youth, except that any percentage may not be less than 15 percent and may not be more than 30 percent unless the sole State agency determines that a higher percentage is warranted by special circumstances in that district;

(4) in any State in which the sole State agency for vocational education is not the State educational agency, the sole State agency will not provide assistance pursuant to an application submitted in accordance with section 243 unless it has been approved by the State educational agency; and

(5) funds will be used to assist programs designed to improve special occupational skills only if the projects provide training in occupation skills areas for which there is a clear and documented local need. A local educational agency may document local need by means of a written agreement with the local private industry council established in accordance with section 704 of the Comprehensive Employment and Training Act of 1973 that acknowledges that the need exists and that the local business and industrial community is committed to placing successful graduates of the program in jobs, including the placement of graduates in jobs nontraditional for their sex.

LOCAL AGENCY APPLICATION

SEC. 243. (a) A local educational agency is eligible for assistance under this subpart for a fiscal year only if it has submitted to the sole State agency for vocational education an application describing the programs to be conducted, for a period of three fiscal years that includes that fiscal year, with assistance provided under this subpart. The application must be signed by the local prime sponsor in any instance in which the prime sponsor would jointly fund the activities described in the application, and by the local district for vocational education in any area in which that agency is distinct from the local educational agency. The application may be amended at any time to describe changes in or additions to the activities originally set forth in the application. An application or amendment thereto shall be approved by the sole State agency and the State educational agency, in States where those two agencies are distinct, upon their determination that the application meets the specific requirements of subsection (b) of this section and provides for the use of funds in a manner which meets the requirements of this subpart, part A, the General Education Provisions Act, and such basic criteria as the Secretary may prescribe.

(b) Each application submitted by a local educational agency under this section shall contain—

(1) assurances that funds attributable to part A for any fiscal year will be used only to assist programs conducted at secondary schools that have submitted a consolidated plan for funding under part A and this subpart and are selected to receive assistance under part A for that year;

(2) assurances that, in any case where the local educational agency is not the local district for vocational education, that both agencies have agreed upon a single set of criteria for use in determining school eligibility under section 207(b) and under this subpart;

(3) a description of how the local educational agency will determine the allocation of funds between programs designed to serve in-school and out-of-school youth; and

(4) assurances that programs designed to serve out-of-school youth will be operated in close cooperation with the local prime sponsor and private business.

PART C—GENERAL PROVISIONS

APPLICABILITY OF GENERAL EDUCATION PROVISIONS ACT

SEC. 251. In addition to other requirements contained in this title and except as provided in the next sentence, the requirements of the General Education Provisions Act that relate to local, State, and Federal administration of applicable programs applies to the programs assisted under this title. For the purposes of this title, the provisions of section 434(a) of that Act, relating to submission of a State monitoring plan, are deemed mandatory upon the Secretary, and the provisions of section 434(b) of that Act, relating to enforcement of Federal requirements, are deemed mandatory upon the States.

COORDINATION, TECHNICAL ASSISTANCE AND DISSEMINATION OF INFORMATION

SEC. 252. Each State educational agency shall carry out a comprehensive program to coordinate activities assisted under this title with employment and training activities and other relevant activities conducted in the State, and to provide technical assistance to local educational agencies and State agencies with respect to the use of funds received under this title. The program shall include technical assistance for management procedures, for planning, development, implementation, and evaluation of school programs, and for preparation of applications. Each State educational agency shall also adopt procedures for disseminating to local educational agencies and State agencies (1) significant and relevant information derived from educational research, (2) information about successful education projects designed to improve basic and employment skills, and (3) such other information as will assist local educational agencies and State agencies in planning, developing, implementing, and evaluating programs assisted under this title.

STATE MONITORING AND ENFORCEMENT PLANS

SEC. 253. Each State educational agency participating in programs under this title shall submit to the Secretary, in such detail as the Secretary may prescribe, a monitoring and enforcement plan that meets the requirements of section

434(a) of the General Education Provisions Act and also includes—

(1) a description of the means by which the State educational agency determines the compliance by local educational agencies with the requirements of section 213 relating to the provision of comparable services to students enrolled in nonpublic schools;

(2) a description of the key aspects of a program that the State will monitor at each site; and

(3) a description of the relationship between the respective responsibilities under this title of the State educational agency and the sole State agency for vocational education, in those States where those agencies are separate entities.

COMPLAINT RESOLUTION BY THE STATE EDUCATIONAL AGENCY

SEC. 254. Each State educational agency shall adopt written procedures for receiving complaints, and reviewing appeals from decisions of local educational agencies with respect to complaints, concerning violations of this title or applicable provisions of the General Education Provisions Act in connection with the programs assisted under this title, and for conducting those onsite investigations relating to complaints that the State educational agency deems necessary. These procedures shall include—

(1) time limits for resolving the complaint or completing the review and, if necessary, the independent onsite investigation, which shall not exceed sixty days unless exceptional circumstances are found by the State educational agency to exist;

(2) an opportunity for the complainant or the complainant's representative, or both, and the local educational agency involved to present evidence, including the opportunity to question parties to the dispute and any of their witnesses;

(3) the right to appeal the final resolution of the State educational agency to the Secretary within thirty days after receipt of the written decision; and

(4) dissemination, free of charge, of information concerning these procedures to interested parties including all district and school advisory councils.

COMPLIANCE AGREEMENTS

SEC. 255. A State educational agency may suspend any withholding action relating to application approval or payment of funds undertaken pursuant to section 434(b) of the General Education Provisions Act while there is in effect a compliance agreement with the local educational agency or State agency under this section. The agreement shall be deemed to be in effect for the period specified therein, except that if the local educational agency or State agency fails to comply with the terms agreed to, the agreement shall no longer be in effect. For purposes of this section, the term "compliance agreement" means an agreement which—

(1) sets forth the terms and conditions to which the local educational agency or State agency has agreed in order to comply with the requirements of this title or the General Education Provisions Act and regulations promulgated thereunder, and with the applicable rules, regulations, procedures, guidelines, criteria or other requirements adopted by the State educational agency;

(2) addresses all the matters that formed the basis for the initiation of the withholding action by the State educational agency; and

(3) may consist of a series of agreements that in the aggregate dispose of all such matters.

Within fifteen days after the execution of any compliance agreement, the State educational agency shall send a copy thereof to the district advisory council affected, and to each organization or person who filed a complaint with respect to any failure to comply that is covered by that agreement.

PAYMENTS FOR STATE ADMINISTRATION

SEC. 256. From the amounts allocated to States under this title, the Secretary is authorized to pay to each State amounts equal to the amounts expended by it for the proper and efficient performance of its duties under this title, except that the total of those payments in any fiscal year shall not exceed 1.5 percent of the amount allocated to the State and its local educational agencies and to other State agencies as determined for that year under this title.

COMPLAINT RESOLUTION BY THE SECRETARY

SEC. 257. The Secretary shall develop and disseminate procedures for receiving and resolving appeals from final resolutions of State educational agencies with respect to complaints concerning violations of this title or of applicable provisions of the General Education Provisions Act in connection with programs under this title, for receiving such complaints directly from advisory councils, parents, teachers, or other concerned organizations or individuals, and for conducting independent onsite investigations of complaints if the Secretary deems necessary. These procedures shall include—

(1) time limits for resolving the complaint or for completing the review and any necessary independent investigation, which time limits shall not exceed sixty days unless exceptional circumstances are found by the Secretary to exist;

(2) an opportunity for the complainant, the complainant's representative, the local educational agency, and the State educational agency to present evidence; and

(3) written notification to the complainant, the complainant's representative, the local educational agency, the State educational agency, the State agency, the district advisory council and other appropriate advisory councils, within ten days after the resolution of the complaint, of the nature of the resolution and the reasons therefor.

PROGRAM DEVELOPMENT

Sec. 258. (a) Research and Development.—In order to further the purposes of this title, the Secretary is authorized to make grants to State and local educational agencies, and other public and nonprofit private agencies, organizations, and institutions to carry out development and demonstration activities the purposes of which may include linking prime sponsors and schools, training teachers and administrators to work with youth served by this title, and encouraging local educational agencies to establish alternative school arrangements.

(b) Source of Funds.—The Secretary is authorized, out of funds appropriated to carry out this title in any fiscal year, to set aside not more than one percent, or $10 million, whichever is less, to carry out the provisions of this section.

PROGRAMS IN THE TERRITORIES AND SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS

SEC. 259. From funds appropriated to carry out this title in any fiscal year, the Secretary shall set aside one percent for the purpose of making payments to—

(1) local educational agencies in Guam, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, and the Trust Territory of the Pacific Islands for the purpose of assisting programs designed to improve the basic and employment skills of disadvantaged students; and

(2) the Secretary of the Interior for the purpose of arranging the provision of services designed to improve the basic and employment skills of disadvantaged Indian youth.

The Secretary shall make payments under this section in amounts that are consistent with the respective needs of the recipients and according to terms that the Secretary determines will best carry out the purposes of this title.

DEFINITIONS

SEC. 260. Except as otherwise provided, for purposes of this title:

(a) The term "average daily attendance" means attendance determined in accordance with State law except that notwithstanding any other provision of this title, where the local educational agency of the school district in which any child resides makes or contracts to make a tuition payment for the free public education of such child in a school situated in another school district, such child shall be considered (A) to be in attendance at a school of the local educational agency so making or contracting to make such tuition payment, and (B) not to be in attendance at a school of the local educational agency receiving such tuition payment or entitled to receive such payment under the contract.

(b) The term "average per pupil expenditure" means, in the case of a State or the United States, the aggregate current expenditures, during the third fiscal year preceding the fiscal year for which the computation is made (or if satisfactory data for that year are not available at the time of computation, then during the most recent preceding fiscal year for which satisfactory data are available), of all local educational agencies in the State, or in the United States (which for the purposes of this subsection means the fifty States, and the District of Columbia), as the case may be, plus any direct current expenditures by the State for operation of such agencies (without regard to the source of funds from which either of such expenditures are made), divided by the aggregate number of children in average daily attendance to whom such agencies provided free public education during such preceding year.

(c) The term "basic skills" means the skills of reading, mathematics, and effective communication, both written and oral.

(d) the term "county" means those divisions of a State utilized by the Secretary of Commerce in compiling and reporting data regarding counties.

(e) The term "current expenditures" means expenditures for free public education, including expenditures for administration, instruction, attendance, and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service.

(f) The term "employment skills" means those qualities that are not occupation-specific that enable a person to secure and retain a job, such as the ability to complete a job application, to appreciate the importance of punctuality and job responsibility, and to respond constructively to supervision.

(g) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(h) The term "parent" includes a legal guardian or other person standing in loco parentis.

(i) The term "prime sponsor" means any agency, organization, unit of government of other entity designated in accordance with section 101 of the Comprehensive Employment and Training Act of 1973

(j) The term "secondary school" means a school or that part of a school that provides instruction in any of the grades seven through twelve.

(k) The term "Secretary" means the Secretary of Education.

(l) The term "sole State agency for vocational education" means the agency designated in accordance with section 104 of the Vocational Education Act, as amended.

(m) The term "State" means any of the fifty States, the District of Columbia, and the Commonwealth of Puerto Rico.

(n) The term "State educational agency" means the officer or agency primarily responsible for the State supervision of public elementary and secondary schools.

AUTHORIZATION OF APPROPRIATIONS

SEC. 261. There are authorized to be appropriated for carrying out the provisions of this title such sums as may be necessary for fiscal year 1981 and each of the three su[illegible]ing fiscal years. The appropriation for any fiscal yea[illegible] be included in an Act making appropriations for the preceding fiscal year and may be made available for obligation and expenditure commencing on July 1 of that preceding fiscal year.

○

Senator **Pell**. Madam Secretary, we are very glad to hear from you.

Please proceed.

STATEMENT OF HON. SHIRLEY MOUNT HUFSTEDLER, SECRETARY, DEPARTMENT OF EDUCATION; ACCOMPANIED BY ROBERT SCHWARTZ, DEPARTMENT OF EDUCATION; MARSHALL SMITH, DEPARTMENT OF EDUCATION; PATRICIA FLEMING, DEPARTMENT OF EDUCATION; AND RICHARD JOHNSON, DEPARTMENT OF LABOR

Secretary **Hufstedler**. Thank you very much, Senator Pell.

Chairman Pell, members of the subcommittee, it is a great personal privilege to present to you today the President's proposed Youth Act of 1980.

This program, the culmination of more than 1 year's thought and effort, addresses a wide range of issues that concern our Nation's young people as they seek to make the transition from school to work. President Carter has repeatedly expressed his interest in this area, as have the members of this committee. Now that the time for action is at hand, Secretary Marshall and I are both pleased and proud that our Departments have been given joint responsibility for developing and overseeing this important legislation.

Mr. Chairman, after two sets of thorough hearings held during the last year, you know at firsthand the complexities of the problem we are addressing today. Both sets of hearings were held before this committee, and each highlighted a different aspect of the interrelated educational and job difficulties that contribute to the dismal problem of youth employment.

The first, chaired by Senator Eagleton, produced useful findings in the area of student achievement in the basic skills. Aided by title I compensatory education programs, achievement in the early grades has been quite satisfactory in the last decade. After grades 5 and 6, however, when title I aid sharply decreases, the situation is less encouraging. There are many pockets of success in our secondary schools, as well as some worrisome trends. But the picture is dominated by one great area of unmet need: Our most impoverished youngsters, as you, Senator Pell, observed, are not mastering the basic skills.

The second set of hearings, chaired by Senator Williams, dealt specifically with the problem of youth employment. It revealed the abysmal plight of an entire generation of disadvantaged young people who are not prepared for, and, therefore, cannot find work.

If we do not act to assist them, huge numbers of these young people will never successfully enter the work force. Rather, they will begin the long slide into chronic joblessness, poverty, and despair. The loss in human terms is, of course, incalculable. But the country as a whole also pays a terrible price for failing to help these young men and women. Perhaps we can estimate the taxes required for welfare, unemployment, and social services. But how can we possibly calculate the loss to the productive life of the Nation of so much talent, so much energy?

Thanks in large part to the work of this committee and of others—like the Vice President's Task Force on Youth Employment and the National Commission on Employment Policy—we now have answers to the two key questions. Exactly who are these young people? Why are they being left behind or left out?

The young people most at risk are the children of the poor, a disproportionate number of whom are minorities. They are failing to enter the labor force primarily because they reach young adulthood without basic skills, including the ability to read, write, and compute. They are further handicapped by the lack of any real work experience, and by the lack of opportunity to develop the skills and attitudes necessary to get and keep a job.

Let me reemphasize that poverty, rather than racial or economic grouping, is the common denominator of unemployability among our youth. Poor white youths, for example, are twice as likely to be unemployed as their middle-class counterparts—and a majority of all the young people in need of help are white. Nevertheless, the picture is especially bleak for minority youngsters. For example, 25 years ago, the percentage of young people who were employed was nearly identical for young blacks and young whites. Today, while 65 percent of young whites are employed, only 41 percent of young blacks have jobs.

The problem is even more severe for high school dropouts. They are nearly three times as likely to be unemployed as those who graduate. Hispanics are especially hard hit by this trend—almost 40 percent of these young people fail to complete high school. But the problem is very real for all groups. In New York City, for example, the dropout rate is 45 percent citywide.

Dramatic as these statistics are, they serve only to underline problems that most of us understand intuitively. What is more surprising—and more hopeful—is that within each disadvantaged group of young people, the problem is much more narrowly based than is generally supposed. Unemployment statistics tend to obscure the fact that unemployment is highly concentrated among a few who never seem to find work. Thus, fully three-fourths of total unemployment among young people is accounted for by less than 10 percent of the population suffering through long periods of joblessness.

This extraordinary concentration of the problem means that a tightly focused program designed to meet the special needs of this core group could have a much larger impact—at much lower cost—than might appear at first glance. Accordingly, the Vice President's task force talked with numerous private employers to find out what could and should be done to improve the employment potential for this key group of young people. Their answer, repeated over and over again, was that secondary schools be provided the resources to do the job of teaching basic literacy and employment skills.

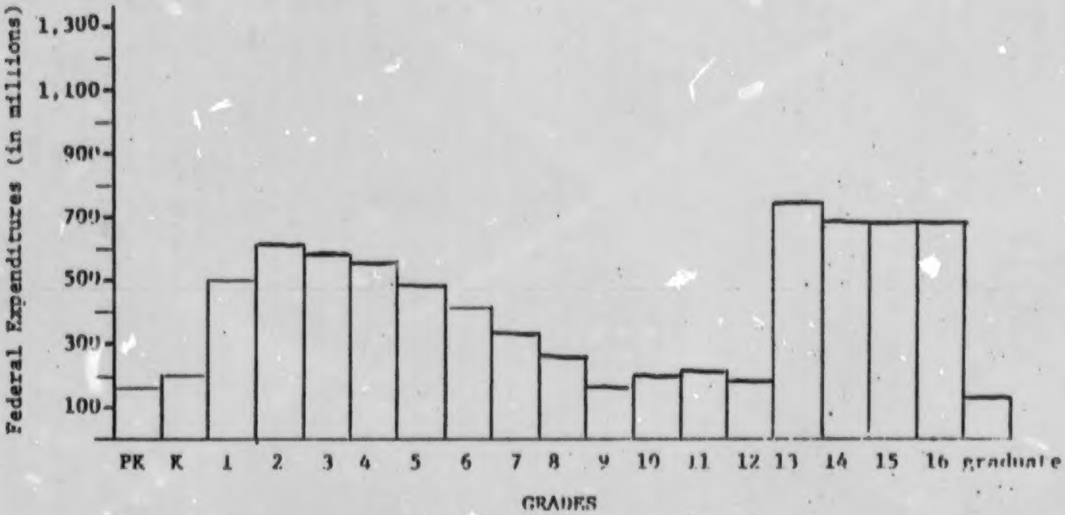
At this point, I want to return for a moment to the findings of your earlier hearings: Basic skills of disadvantaged youngsters have been improving in the early grades, but declining in later grades. There is a very simple reason for this. In a successful attempt to get our youngsters off to a good start, we have concentrated money and effort on the lower grades. For different reasons and through different mechanisms, we have also improved support for college-age youngsters. The great gap has occurred precisely where our biggest problems now exist—in secondary education.

Last summer Senator Williams made public a Congressional Budget Office study that dramatically illustrates this point. I would like to present it to you again in the form of a chart, which I have included with this statement. It illustrates as dramatically as possible the extraordinary lack of support by the Federal Government of the secondary schools we now seek to reach.

[The following was received for the record:]

Federal Education Expenditures

For Young People With Special Needs - FY 1979



Secretary Hufstedler. Mr. Chairman, when all the evidence is brought together, a remarkably hopeful picture emerges. We have a serious problem, but it is much more concentrated and manageable than it appears on the surface. What is more, there is general agreement on what needs to be done—improve basic and employability skills. Title I has already improved basic skills in the elementary schools. And there is every reason to believe that success can be repeated in the secondary schools as well—if we put additional resources into the effort.

Obviously, we cannot solve the problems of disadvantaged youth by cutting back on funding for the lower grades just when they are achieving success. I fully support the observation of the chairman that we cannot create more disadvantage for youngsters simply to reach persons who are in an older age group. Both efforts are necessary. We cannot expand programs designed for 8-year-olds and expect the same programs to meet the needs of 16-year-olds. Instead, we must fund a new effort for secondary students, and build on the lessons learned in lower grades.

That alone, however, will not be enough. For such a program to succeed, we must tackle the problem of motivation. It is harder to learn basic skills at 15 than it would have been at 8. If students are to put forth the extra effort that will be required, it must be made clear to them that their learning is relevant to the world of work. They must be given confidence that, when they graduate, they will be prepared to successfully enter the job market. Once that link is made in the youngsters' minds, they learn the skills they need with alacrity. What is needed then is a program that combines improvement in basic skills with a strong program of work experience and employment skills training. And that, Mr. Chairman, is precisely what the Youth Act of 1980 creates.

As a joint Department of Education and Department of Labor initiative, this act addresses both the unemployment and the school problems. It authorizes an education program that, in 1981-82, will provide needed services through the Department of Education to 1 million youngsters in school, and will serve 1.3 million out-of-school youth through the Department of Labor program.

Secretary Marshall has already outlined the Labor program to the Subcommittee on Employment, Poverty, and Migratory Labor. I want to direct my remarks to the education component.

The first major element in the youth education and training program is the highly targeted formula for allocating funds. Program dollars will go to those urban and rural school districts with the greatest numbers of poor children; and within those districts only junior and senior high schools with substantial concentration of poor and low achieving students will be eligible to participate. This tight focus will provide maximum service to that small part of the youth population that suffers most from unemployment, and also to those schools which have the most severe difficulties in terms of dropout rates and low achievement test results.

Those schools which are eligible will then develop their own schoolwide plans for improving the basic skills and the employment skills of their students. This locally initiated planning process is the bill's second key element. It requires each school to analyze its own strengths, weaknesses, and goals, then to draw up a plan for the most effective use of Federal funds to meet those goals. The planning process must involve people not only from a school's administration and teaching staff, but from throughout the surrounding community.

The third key element in the program is that funding decisions about school plans will be primarily the responsibility of the local education agency. The local superintendent and school board will establish criteria by which to judge school plans, and will appoint a broad-based education-work council to review the plans and offer advice. In the last analysis, however, it is the superintendent and school board which must decide.

Each school's program will vary with local needs and with the age of its students. But each school will be expected to place an overriding emphasis on the development of basic skills and employment skills. This, the fourth key element, is in many ways the most crucial. Every school will be required to tie basic skills instruction into the content and structure of all classes, and to integrate employability skills into the total program.

Within these broad outlines, however, schools will be free to develop their own solutions, and there is no shortage of success models. Tutorial programs, reading and math laboratories, alternative schools, work-study programs—all of these and more have been proven effective in meeting the need of secondary students.

A fifth key element is the involvement of the vocational education system in serving these young people. One-quarter of the program's funds will be distributed to local districts by the sole State agency for vocational education. Most of this money must be spent in eligible high schools on activities that are closely coordinated with the basic skills activities supported by the other 75 percent of the funds.

Mr. Chairman, a basic tenet of American society has always been that better education means better jobs and fuller participation in the national life. Generations of Americans have believed that promise and have looked to our schools to free them from poverty and cultural isolation.

In our concern with today's problems we tend to forget that the promise has been very largely kept. Our secondary schools have been great engines of upward mobility for millions. They still are. High rates of youth unemployment are not the result of a general breakdown in our secondary school system, but rather of some limited and specific areas of failure. The great majority of American youth are moving from the classroom to the work place satisfactorily.

The problem is that significant and growing numbers of disadvantaged youngsters are being left behind or left out altogether. It is time that the Federal Government helped State and local educational agencies do something about this problem.

Given that help, I have every confidence our schools can and will respond. I view title II of the Youth Act as a stimulus to increase concern for low-income secondary school youth, just as title I of the Elementary and Secondary Education Act spurred local awareness of the needs of low-income elementary schoolchildren.

Mr. Chairman, although I have concentrated upon the education program of the Youth Act, the two main components of the bill should be viewed as complementing each other: the labor program designed to provide employment services as a short-term response to the youth unemployment problem; the education program designed to begin a long-term improvement in secondary education in the basic skills.

There is a basic division of responsibility, with the Department of Education focusing primarily on those who are still in school and the Department of Labor focusing on those who are not. But the two programs have been designed to work smoothly together to provide a full range of services for the entire target group of young people. This is truly a united effort, one which will build on existing programs and structures to forge strong links between the worlds of school and work.

If I sound optimistic today, it is because I honestly believe that we can successfully attack the problems of youth education and employment. The members of this committee have long since demonstrated their commitment to meeting the needs of America's youth. President Carter's commitment is unquestioned. And I assure you that every member of the new Department of Education will take to the task with enthusiasm. Together we can and will succeed.

Before I take the questions from the committee members, I would appreciate the opportunity, with your permission, Mr. Chairman, to introduce the members of the Department's task force on the youth initiative who are here, together with the representative of the Department of Labor.

On my far left, your right, Mr. Robert Schwartz, and on my immediate left, Marshall Smith. On my immediate right, Patsy Fleming, and Dick Johnson from the Department of Labor.

Thank you, Mr. Chairman.

[Appendix to testimony of Secretary Hufstedler follows:]

THE YOUTH ACT OF 1980

APPENDIX TO THE TESTIMONY OF
SECRETARY OF EDUCATION
SHIRLEY M. HUFSTEDLER

Before the
SUBCOMMITTEE ON
EDUCATION, ARTS, AND HUMANITIES
of the
SENATE LABOR AND HUMAN RESOURCES COMMITTEE

MARCH 7, 1980

March 7, 1980

THE YOUTH ACT OF 1980
TITLE II: YOUTH EDUCATION AND TRAINING

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THE YOUTH ACT OF 1980
TITLE II: YOUTH EDUCATION AND TRAINING

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V.	The State Role. Assigns to the SEA responsibility for (1) the direct administration of its discretionary funds; and (2) monitoring, enforcement, technical assistance, evaluation, and coordination activities designed to enhance local program operations.	18
VI.	The Local School District Role. Assigns to the LEA responsibility for (1) the selection of eligible schools, (2) the selection of schools to receive planning and implementation grants, (3) monitoring and technical assistance to schools, and (4) ensuring program effectiveness.	20
VII.	The School Role. Assigns to the school responsibility for (1) creating a plan to improve the basic and employment skills of its students, (2) for selecting appropriate goals and measures of progress toward achievement of those goals, and (3) for implementing the school plan if selected.	23
VIII.	Private School Youth. Requires each LEA to determine how many youth attending private schools are eligible for benefits under the Act and permits the LEA to decide the best way to deliver services to needy private school students.	26

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I. THE ALLOCATION FORMULAS

The Overview

The allocation mechanism used in the education component of the Youth Act is designed to target funds on schools serving poor and low-achieving youth. Funds are distributed under the following authorities:

- One percent each for Federal development and demonstration activities and for distribution to the BIA schools and to outlying territories ($17 million in school year 1981-82).
- One-and-one-half percent of the remaining funds to States to administer the program ($12.5 million in school year 1981-82).

The remaining funds for local and State-operated programs are distributed as follows:

- Eighty-seven and one-half percent through the basic formula to high poverty counties ($718 million in school year 1981-82);
- Ten percent to States for discretionary grants to fund local school programs ($82.0 million in school year 1981-82); and
- Two-and-one-half percent for migrant and institutionalized neglected and delinquent programs operated by State agencies ($20.5 million in school year 1981-82).

The attached table shows the simulated distribution of the FY 81 grants to the States under each authority.

A. Basic Formula Grants

The Proposal

Eighty-seven and one-half percent of the funds for State or local programs are distributed to counties with high concentrations of children from low income families. A county receives funds if its low income children are in excess of:

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- o 20 percent of its school age children. All children in excess of this percentage are counted by the formula.
- o 5,000 children provided that the county has at least 5 percent low income children. The formula counts two-thirds of the low income children in excess of 5,000.

Individual county entitlements amounting to less than $25,000 revert to the State for distribution under the State discretionary allocation.

For purposes of the formula, children from low income families are defined as those in families below the Orshansky poverty threshold (1970 Census), or receiving AFDC payments in excess of Orshansky, plus certain special populations. State per-pupil expenditures, (within a range of 80 percent to 120 percent of the national average) are used as an adjustment for educational cost differences. Each State is entitled to a minimum grant of one-third of one percent of the total funds allocated under basic formula grants.

There are special provisions in the formula for Puerto Rico to reflect its lower educational costs. Puerto Rico will receive a share equal to its share of all poor children in the United States, subject to an adjustment for cost-of-education differences. This adjustment is equal to the ratio of Puerto Rico's per-pupil expenditures to those of the lowest spending State, times 80 percent of the United States average per-pupil expenditures (the "floor" amount that applies to low-spending States).

Reasons for the Proposal

The formula is designed to target funds primarily on urban and rural areas with high poverty populations because those areas are more likely than others to have: (1) high youth unemployment, (2) high dropout rates and low achievement contributing to youth unemployment, and (3) inadequate resources for combatting these problems.

Youth Unemployment: A relatively small group of young people account for much of the total youth unemployment during any year. We know that most of these young people are poor. We know that although the majority are white, a disproportionate number of unemployed youth are black or Hispanic. We know that unemployed youth are heavily concentrated in central city neighborhoods and in poor rural communities.

Employment opportunities are particularly limited for low income populations. The proportion of youth, ages 14 to 21, from poor backgrounds who seek and obtain employment is only 36 percent compared with 64 percent for non-poor youth. According to Department of Labor statistics, youth in high poverty areas have relatively lower employment/population ratios -- 75 percent for whites, 45 percent for Hispanics, and a sharply lower 35 percent for blacks (relative to the corresponding ratios for these groups outside of the poverty areas).

Minority youth experience particularly severe rates of youth unemployment. Among out-of-school teenage youth the rate of joblessness among blacks (48 percent) is twice that of whites (23 percent). Two-thirds of black youth without work are in center cities; poor rural communities account for most of the remaining teenage unemployment among minority youth. Moreover, the employment advantage for white youth relative to black youth has increased over time. For instance, while the proportion of out-of-school white males with jobs increased between 1964 and 1978 from 72 to 78 percent, the proportion for black males decreased from 60 to 48 percent. Arresting these trends will require a concentration of effort on schools with high proportions of minority youth.

Educational Problems: Youth in high poverty urban and rural areas are also more likely than others to have the types of educational problems that are associated with future unemployment.

Youth who live in high poverty areas are more likely to drop out of school than youth in low poverty areas. For example, a study done for the National Center for Education Statistics found that youth in moderately high poverty neighborhoods experience a 75 percent greater chance of dropping out than youth in neighborhoods of average poverty; youth in lower poverty areas experience only one-half the national average dropout rate. The chances of dropping out are so concentrated on high poverty areas that one-fifth of the high schools account for two-thirds of all the nation's high school dropouts (analysis of high schools included in the National Longitudinal Survey of the High School Class of 1972). In some big-city high schools, the numbers who drop out approach 40 to 50 percent. Since high school dropouts experience twice the unemployment as those who complete school, youth in high poverty urban and rural areas are clearly more likely to be unemployed than youth in other types of communities.

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Youth who live in high poverty urban and rural areas also have lower achievement, a factor which is known to increase the likelihood of dropping out of school. According to one study, students from poor families in high poverty urban and rural areas did less well academically than comparable students in suburban communities. Another study indicates that among 13 year olds in center city schools with over 25 percent poverty, 60 percent read below the 25th percentile for their grade.

Resource Deficient Districts: School districts with high concentrations of poor children are also less fiscally able to provide remedial programs. Teacher costs in major cities are almost 25 percent higher than the national average, yet in 14 of the 18 States with major urban centers, the per capita tax base in center city areas is lower than the Statewide average. In poor rural districts, their low tax base is associated with low levels of support for basic education.

Impact

In the basic education formula, counties with above the national average percentage of poor children (20 percent) will receive funds under the percentage test, and counties with large numbers of poor children will receive funds under the size (5,000 and 5 percent) test. As a result, counties with the greatest youth problems will receive the greatest share of the funds.

About 1,293 counties with high concentration and/or large numbers of poor children will receive basic formula funds. These counties contain about 3.1 million or 80 percent of total low-income youth. Basic formula grants for the 1981-82 school year will serve about 920,000 in-school youth in eligible districts.

The largest cities and the poorest rural counties will receive substantially larger allocations than under a simple per capita formula. About 190 of the counties eligible for funding contain large center city school systems; most of the remaining counties contain poor rural communities. Approximately two-thirds of the total local grant funds go to center cities. Most of the remaining one-third goes to poor rural counties.

State shares of local grant monies are shown in Table 1, column 5.

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B. State Discretionary Grants

The Proposal

Ten percent of the grant money will be distributed to State educational agencies to fund [illegible] programs. The distribution of these grants among States is in proportion to each State's share of the national total of school-age children in poverty families, adjusted by the State expenditure multiplier. These funds may be used to provide grants to needy schools in districts that do not receive funds under the basic formula or to support underfunded school programs in districts that do receive basic formula grants. The State discretionary funds will be used for the same purposes as the basic formula funds. The criteria used by the State to select schools to receive State discretionary funds must be identical to the criteria used by an LEA to select schools for program eligibility and participation.

In a number of cases the total amount available for State discretionary grants will exceed ten percent. This will occur when ten percent of the total funds allocated by the basic formula to counties in the State is less than the guaranteed minimum grant of one-third of one percent of the total funds being apportioned, or when individual county entitlements amount to less than $25,000. Such entitlements will revert to the State and be administered as discretionary funds.

Reasons for the Proposal

The basic formula grants to high poverty counties may miss some high-poverty schools with concentrations of poor students for several reasons. Some high poverty schools may be located in relatively affluent counties that do not receive grants under the basic formula. Other counties that have significant concentrations of low-income families may not be eligible for basic formula funds due to inaccuracies in the data or to population shifts that have occurred since the data were collected. We estimate that 80 percent of all poverty youth live in counties eligible under the basic formula. The remaining 20 percent live in counties that will be ineligible to receive basic formula funds and, therefore, can be served only by the State discretionary grants. States may also wish to use their discretionary funds to provide supplementary funds to eligible districts where several needy schools have developed high-quality plans.

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In making grants to needy schools in districts that are not reached by the basic formula, SEAs will increase the number of poor schools served by the program. This State role provides a vital element of flexibility in the program.

Impact

During school year 1981-82 State discretionary grants will provide a base amount of approximately $82 million to States for funding local school programs. These funds will support programs for about 110,000 students in schools that would not otherwise receive basic formula grants. If States were to use all of the discretionary funds outside of formula-eligible counties, the 20 percent of all poverty children in these areas would receive roughly 10 percent of the total program funds.

The State distribution of the base amount of the State discretionary grants is shown in Table 1, column 4.

C. Programs for Migrant and Institutionalized Neglected and Delinquent Youth

The Proposal

Two-and-one-half percent of the proposed State and local program funds ($21 million for school year 1981-82) will be provided to meet the needs of migrant and institutionalized neglected and delinquent youth served directly by the State Education Agency (SEA). This amount will be distributed among the States in proportion to their share of the eligible population, adjusted by the State per-pupil expenditure multiplier. Where CETA programs are specifically targeted on youth served by State agencies, (e.g., migrant youth programs), coordination between the SEA and CETA programs is required.

Reasons for the Proposal

State educational agencies operate programs for a number of special populations whose needs would otherwise be particularly burdensome to local educational agencies. Programs for migrants and institutionalized neglected and delinquent youth are among those most commonly operated by State agencies. Programs for the institutionalized handicapped are also administered by State agencies, but this population is already being served under existing handicapped and vocational rehabilitation programs.

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Since migrant youth and institutionalized neglected and delinquent youth face especially severe employment problems, the program cannot ignore their needs. Since Title I of ESEA already funds basic skills services for most of this population, we expect that much of the State set-aside proposed here will pay for special training designed to increase the employability of these students.

Impact

State agencies serve a target population of approximately 154,000 migrants and 22,000 institutionalized neglected or delinquent youth, ages 13-19. We estimate that the 2-1/2 percent set-aside for migrant and institutionalized neglected and delinquent youth will permit SEAs to serve about 82,000 children in school year 1981-1982. Thus, the program will serve a greater proportion of eligible youth than are served by the basic formula grant program. The funds for migrant and institutionalized neglected and delinquent youth will enable SEAs to supplement the services these youth receive from the Title I program.

The State distribution of the grants for State operated programs for migrant and neglected and delinquent youth are shown in Table 1, column 3.

SIMULATION OF EDUCATION YOUTH ALLOCATION FOR FY 1981
NATIONAL ALLOCATION = $850 MILLION **

STATE SUMMARY

(DOLLAR FIGURES GIVEN IN $1000)

STATE	TOTAL DOLLARS	FUNDS FOR STATE ADMINISTRATION ***	FUNDS FOR MIGRANT DELINQUENT AND NEGLECTED	STATE DISCRETIONARY FUNDS	LOCAL FORMULA FUNDS *
ALABAMA	23,502	353	82	2,192	20,876
ALASKA	2,611	39	7	171	2,393
ARIZONA	9,357	140	536	819	7,862
ARKANSAS	13,330	200	383	1,245	11,501
CALIFORNIA	94,179	1,413	4,302	7,090	81,374
COLORADO	4,459	67	241	767	3,379
CONNECTICUT	7,822	117	183	774	6,748
DELAWARE	2,725	41	76	215	2,393
DISTRICT OF COLUMBIA	7,002	105	20	568	6,409
FLORIDA	26,988	405	1,501	2,681	22,402
GEORGIA	22,169	332	212	2,366	19,259
HAWAII	3,476	52	2	328	3,093
IDAHO	2,888	43	257	195	2,393
ILLINOIS	38,202	573	202	3,579	33,849
INDIANA	5,059	76	141	1,096	3,746
IOWA	3,271	49	39	790	2,393
KANSAS	3,195	48	121	633	2,393
KENTUCKY	17,189	258	376	1,688	14,867
LOUISIANA	28,150	422	316	2,488	24,923
MAINE	2,970	45	227	306	2,393
MARYLAND	12,383	186	78	1,437	10,682
MASSACHUSETTS	17,574	264	487	1,574	15,329
MICHIGAN	33,406	501	536	3,505	28,864
MINNESOTA	5,228	78	168	1,218	3,765
MISSISSIPPI	27,284	409	281	2,096	24,498
MISSOURI	12,253	184	158	1,496	10,415
MONTANA	2,764	41	51	278	2,393
NEBRASKA	2,966	44	51	477	2,393
NEVADA	2,576	39	42	102	2,393
NEW HAMPSHIRE	2,569	39	8	129	2,393
NEW JERSEY	19,987	300	307	2,149	17,232
NEW MEXICO	6,077	103	228	688	5,058
NEW YORK	105,321	1,580	493	8,092	95,156
NORTH CAROLINA	2[illegible],944	329	516	2,528	18,573

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* In the local formula, each State is guranteed a minimum grant of 1/3 of 1 percent of the national amount. When the amount which a State would normally receive under the local formula is less than this minimum, the allocation of the additional grant is subject to State discretion.

County allocations less than the $25,000 minimum grant are also subject to State discretion.

** This excludes $50 million of planning funds available October 1, 1980.

*** In addition to the amounts shown in the table, there is also available 1 percent each for Federal development and demonstration activities and for distribution to the BIA schools and to outlying territories ($17 million in school year 1981-82).

SIMULATION OF EDUCATION YOUTH ALLOCATION FOR FY 1981
NATIONAL ALLOCATION = $850 MILLION **

STATE SUMMARY

(DOLLAR FIGURES GIVEN IN $1000)

STATE	TOTAL DOLLARS	FUNDS FOR *** STATE ADMINISTRATION	FUNDS FOR MIGRANT DELIQUENT AND NEGLECTED	STATE DISCRETIONARY FUNDS	LOCAL FORMULA FUNDS *
NORTH DAKOTA	2,727	41	53	239	2,393
OHIO	19,167	288	266	2,536	16,077
OKLAHOMA	7,944	119	193	994	6,635
OREGON	3,669	55	472	744	2,393
PENNSYLVANIA	32,398	486	272	3,789	27,852
PUERTO RICO	30,962	463	195	1,098	27,106
RHODE ISLAND	2,722	41	5	284	2,393
SOUTH CAROLINA	16,566	288	32	1,665	14,581
SOUTH DAKOTA	2,719	41	7	278	2,393
TENNESSEE	18,905	284	92	1,982	16,547
TEXAS	60,997	915	5,165	5,216	49,704
UTAH	2,743	41	36	273	2,393
VERMONT	2,599	39	26	161	2,393
VIRGINIA	13,502	203	84	1,931	11,286
WASHINGTON	6,969	105	731	941	5,193
WEST VIRGINIA	6,998	105	25	883	5,976
WISCONSIN	7,283	109	157	1,365	5,651
WYOMING	2,583	39	38	113	2,393
TOTAL	833,000	12,49[illegible]	20,513	82,031	717,942

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* In the local formula, each State is guranteed a minimum grant of 1/3 of 1 percent of the national amount. When the amount which a State would normally receive under the local formula is less than this minimum, the allocation of the additional grant is subject to State discretion. County allocations less than the $25,000 minimum grant are also subject to State discretion.

** This excludes $50 million of planning funds available October 1, 1980.

*** In addition to the amounts shown in the table, there is also available 1 percent each for Federal development and demonstration activities and for distribution to the BIA schools and to outlying territories ($17 million in school year 1981-82).

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II. FUNDING LEVEL

The Proposal

Fifty million dollars in planning funds are requested for 1980-1981, and $850 million of program implementation funds are being requested to be available beginning July 1, 1981. In school year 1981-82, the program will serve approximately 1.0 million youth, or about 25 percent of the approximately 4 million poor youth in grades 7-12. Local formula and State discretionary funds are expected to provide an average of about $600 per student served at the junior high level and $900 for each student served at the senior high level. For the 82,000 youth served by State agencies, the average will be $250 per participant and will be used primarily for the provision of employment related skills (see State Agency section). Youth served will be in schools with high percentages of poor and low achieving students.

While precise program elements will vary, we estimate the following general costs per participant in junior high school programs: $550 for basic skills instruction, $50 for in-service training of teachers, and $150 for program coordination and job counseling. Current Title I monies will provide about $145 of the costs of basic skills instruction at the junior high school level.

For each senior high school participant, we estimate cost at $550 for basic skills instruction, $75 for in-service training of teachers, $200 for program coordination and job counseling, $360 for cooperative training/work experience wages, and $420 for specific occupational skills training. Of these amounts, current Title I monies will provide about $50 of the basic skills, CETA cooperative training/work experience programs or the private sector will cover about $360 per participant, and existing vocational education funds will provide about $230 per participant, with the remaining $190 for occupational skill training coming from the vocational education set-aside in this legislation.

In summary, we estimate that the total program cost will be about $750 per participant at the junior high school level and $1,605 at the senior high level. Of these amounts, Youth Education and Training Act funds will provide $605 per junior high student and $965 per senior high student.

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Reasons for the Proposal

This program is designed to serve poor, low-achieving youth. There are approximately 4,000,000 youth in grades 7-12 who come from families below the Orshansky level of poverty or whose families receive AFDC payments in excess of the Orshansky level.

There are also roughly 4,000,000 youth who achieve at or below the 20th percentile. Thus, whether measured by poverty or achievement, the target population comprises about 4 million youth. The districts that will receive the basic formula grants contain about 3.1 million of these youth. We estimate that schools that will receive implementation grants enroll about 30 percent of the poor and low achieving youth in these target districts.

Because the problems of many low-achieving poverty youth are likely to be both severe and complex, only a program that offers a comprehensive range of intensive services can hope to be effective in altering their life chances. Each participant in the Youth Education and Training Act should receive comprehensive instruction, counseling and special assistance in amounts that will substantially improve their immediate and long-term employability.

For junior high school students, the program should provide basic skills instruction and career exploration activities. For senior high school students, the program should provide basic skills instruction as well as job-oriented training and directed work experience outside the school.

The basic skills components which are the major program emphasis are expected to be the most costly aspect of the program. Our estimates are based on the assumption that instruction will be provided to participants in small group settings (class sizes of about 10) for about 20 percent of the school day. This may take place in different settings in the classroom or after school, weekend or summer as well as during the school day.

The Education and Training Act programs designed by each school will be comprehensive. School plans will build on existing programs. Thus, in our estimates, we have assumed that the cost of some services included in a school plan will be paid by existing programs. For example, existing Title I services could be integrated with the basic skills aspects of the youth program. Vocational education programs could be used by program participants and the prime sponsor plus private employer sector will pay wages for the work experience activities of some participants.

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Because many secondary teachers have not been accustomed to teaching basic skills, we anticipate that school plans will include a strong emphasis on in-service training of teachers. We have estimated training costs at $500 per junior high school teacher and $750 per senior high school teacher involved in the program. This will include subject-matter teachers in order to ensure that they reinforce the intensive instruction in basic skills.

Program coordination will be an additional cost component for most districts. A program coordinator might be responsible for developing individual student programs, for coordinating with other programs such as CETA, and for ensuring that students actually attend classes and meet their other program responsibilities. We estimate that one coordinator will be able to serve up to 100 junior high school students or 75 senior high school students.

Impact

Because this program envisions comprehensive and intensive services to each participant, the cost per participant is fairly substantial. The number of students served is directly related to the cost of providing each participant with sufficient services to have an impact. During the 1981-82 school year, the program will provide $21 million to serve about 82,000 State agency children and $800 million for the remaining 1.0 million junior and senior high school youth in high-poverty schools.

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III. The Youth Education and Training Act: Vocational Education

The Proposal

Twenty-five percent of the basic formula funds and the State discretionary funds will be distributed through the State vocational education system and be used to fund programs for both in-school and out-of-school youth. The in-school vocational funds can be spent only on students in grades 10-12, and can be applied for only by high schools which are also seeking basic grants. Vocational funds can be used to support additional basic skills and employability skills development activities, as well as the provision of certain kinds of occupational skills activities.

Between 15%-30% of the vocational funds available to an eligible local educational agency (LEA) must be used for out-of-school youth. Vocational funds can be used to provide basic, employment or occupational skills development for CETA-eligible youth aged 16-19 who have been identified by the prime sponsor and attracted back to pursue a high school diploma. Whether for in-school or out-of-school youth, however, vocational funds can support specific skills training only in occupational areas for which the Private Industry Council or an equivalent organization representing the private sector has certified the existence of local labor market demand.

An eligible high school may apply to the LEA for an integrated basic and vocational education grant. The plan developed by the school must show how the basic and vocational funds will be used to provide a coordinated, carefully designed program tailored to the needs of students at that school.

The administration of vocational funds must be coordinated at the LEA and school levels with both the local prime sponsor, local industry and labor. The LEA and the local prime sponsor must work together to develop programs for out-of-school youth. The programs must include strategies for: ensuring youth the skills needed to get and keep a job; linking the vocational programs and CETA work opportunities; obtaining commitments from the private sector to provide jobs; and providing appropriate information about jobs.

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Reasons for the Proposal

The vocational education system has evolved historically in response to the demand that a chief mission of our secondary schools is to prepare young people for work. There is, however, a critical need to improve the targeting of vocational education services to our poorest urban and rural areas and to services for youth who lack good basic literacy skills and positive work experiences.

The vocational funds, under this Act, will assist poor and low-achieving youth - whether in-school or no longer enrolled in school - to acquire basic and employment skills. In-school programs will be integrated with school programs funded under the basic formula so as to link employment skills instruction to the acquisition of basic skills. Programs for youth who are no longer formally enrolled in school will be designed to provide these youth with the basic skills, employability skills and special occupational skills necessary to get and keep a job and to graduate from high school. Vocational programs for out-of-school youth will be closely linked to the CETA system and designed in conjunction with the prime sponsor.

The Youth Education and Training Act should enable the vocational education system to respond positively to criticisms that poor youth tend not to receive adequate vocational training. First, the requirement that vocational funds be used in the same schools that receive basic formula grants means that the vocational education services will be highly targeted to needy urban and rural LEAs whose students have not been well served by vocational education programs in the past. Second, the requirement that vocational funds be spent as part of a consolidated school plan including basic and employment skill components will help the vocational system to function in an integrated fashion with the main education system. And third, the requirement that occupational training activities be certified by the Private Industry Council or be responsive to labor market demand means that the vocational education system should satisfy those who question the relevance of its training activities.

Impact

The distribution of a quarter of the funds through the vocational education system leads us to estimate that roughly 250,000 students will participate in these vocational programs. Of the youth to be served with these funds, between 25,000 and 37,500 may be 16-19 year olds who had previously dropped out of school prior to graduation. Since the percentage of vocational funds going to support occupational skills training is a matter of local discretion, the number of students who receive training will vary. It is not possible to state in advance how many students will receive what kind of training.

Program Accountability

Vocational education funds will be awarded to eligible high schools in the same manner as basic grant funds. The requirements for the use of the funds for in-school programs at the local level, including selection of eligible schools, awarding of planning and implementation grants and the monitoring of school progress, will be identical to requirements for the use of basic formula funds. The individual school plan will serve as the basic accountability document. School progress will be measured against the goals set by the school in its plan and will be reported annually to the State and through the State to the Department of Education. Moreover, each LEA will have on file with the sole State agency for vocational education an application that describes the kinds of programs to be conducted with vocational funds and that provides assurances that out-of-school programs will be operated in close cooperation with the local prime sponsor and private business.

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IV. Youth Education & Training Act: The Federal Role

The Proposal

The Youth Education & Training Act assigns to the Secretary overall responsibility for ensuring the effective administration of this program through: 1) the conduct of appropriate and timely evaluations; 2) the monitoring of program effectiveness; 3) the provision of technical assistance to SEAs and LEAs; 4) the enforcement of applicable statutory and regulatory provisions, including the provisions of the General Education Provisions Act. These are the standard responsibilities of the Federal government for program administration.

In addition, the Act proposes a new set of responsibilities to the Department of Education to stimulate creative and effective uses of program funds through the funding of demonstration and exemplary or model programs. One percent (up to a maximum of $10 million) of the total appropriation will be available to the Secretary each year to fund projects which demonstrate effective approaches to meeting the purposes of this Act. The funds may be used for a variety of purposes including: demonstrations of exemplary ways to link schools and prime sponsors or schools and the private sector; model programs to train teachers and administrators to work effectively with target youth; and incentives to promote imaginative alternative school settings.

Reasons for the Proposal

The Youth Education and Training Act is a program in which services are designed and delivered at the local and school level. School programs will vary within LEAs and among LEAs. This program structure and organization necessitates a broader role for the Department than the traditional functions of program monitoring, evaluation, technical assistance, and general fiscal and program oversight.

The Education Department will use its resources to explore new ideas, to acquire relevant information about appropriate educational strategies, and to make that information available to local administrators and school practitioners. Under the Act's proposed structure, school programs will vary from school to school and from community to community to reflect the differing needs of their participants. There are a number of program elements that appear to help under-achieving youth to acquire basic skills. Federal

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funds can be used to support demonstrations of these ideas. Similarly, Federal dollars can be used to fund particularly innovative ideas for linking school to work or for encouraging links between the schools and CETA that might cross school district or even State lines. While school programs will involve some teacher training, Federal dollars can be used to finance programs to help personnel from many schools or school systems learn new approaches and techniques for reaching poor and low-achieving youth.

Impact

Activities supported with Federal funds will be carefully designed and evaluated. Results will be disseminated through existing dissemination mechanisms in forms that are most useful to local school practitioners. Emphasis will be placed on the testing and demonstration of ideas that have practical application in target schools.

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V. Youth Education & Training Act: The State Role

The Proposal

The State Educational Agency (SEA) has dual responsibilities under the proposed legislation. The SEA directly administers a portion of the funds allocated to each State under the basic formula and has in addition responsibility for monitoring, enforcement, technical assistance, evaluation and coordination activities designed to enhance local program operations for the entire program.

Each SEA may use 1.5% of the total program funds allocated to the State for the support of the following activities:

- Administration of the funds set aside under the formula for special populations, for grants to LEAs that have especially high need schools but are in counties not eligible under the basic grant formula, and for schools in eligible LEAs that need extra funds to carry out their school programs.
- Monitoring of local project activities on a scheduled basis and the enforcement of grant responsibilities by recipients of program funds. Each State will submit to the Secretary a monitoring and enforcement plan describing the procedures to be used during site visits. Monitoring efforts will be linked to the provision of assistance in solving problems.
- Providing technical assistance to local programs, particularly in rural areas. Technical assistance activities will be linked to monitoring and designed to improve program management and operations.
- Coordination of activities in this program with existing education programs and with employment and training activities at the State level. The SEA must develop effective procedures to eliminate duplication of existing activities and to coordinate the use of resources so as to maximize the impact of this program on youth unemployment.

Reasons for the Proposal

SEA monitoring, enforcement, technical assistance and coordination activities are designed to support and assist local efforts to ensure program effectiveness. SEA monitoring efforts will identify local problems and will be linked to technical assistance to aid in the solution of those problems. In its monitoring of LEA activities, the SEA will seek to work with the LEA to help eligible schools plan and implement their programs in a manner that achieves the goals of this legislation. SEA evaluation activities utilizing data collected from the LEAs will focus on determining the degree to which local school projects meet their goals and the reasons for success or failure to meet those goals.

The SEA will take the lead in ensuring that activities under the new program are coordinated both with employment and training activities in the State and with other education programs which provide services to this target population. Coordination will reduce or eliminate duplication of activities for target youth and enhance the impact of this program.

The supplemental formula, administered directly by the SEA, allows the SEA to be responsive to the needs of schools serving poor and low-achieving students in relatively affluent counties which are not eligible under the basic formula. The supplemental formula funds also permit the SEA to operate programs for special populations (migrants and institutionalized neglected and delinquent youth) who might otherwise not be served by funds distributed through the basic grants to LEAs.

Impact

SEA administrative responsibilities have been designed to enhance program effectiveness. The requirement for SEA monitoring and enforcement which is linked to the provision of technical assistance should result in more successful implementation of local projects. Direct SEA administration of the supplemental formula funds will enable the program to serve the needs of students in schools ill-served by the basic formula.

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VI. The Education and Training Act: The Local School District Role

The Proposal

Local educational agencies (LEAs) will have the following responsibilities under the Act:

- Identifying schools eligible to receive program funds. The LEA will select an objective measure(s) of poverty and/or of basic skills achievement to determine eligible schools. Only schools with the highest concentrations of poor students or low achieving students can be eligible to receive funds. The LEA can determine the mix of types of schools (junior/senior/middle, etc.), but all eligible schools must be identified on the basis of student body characteristics.

- Selecting schools to receive planning funds and to receive implementation grants. The LEA will establish a minimum grant for eligible schools which will be used to determine the number of implementation grants to be awarded. The LEA will provide planning grants to approximately double that number of schools. Planning grants will be awarded for one year; implementation grants for three years. The LEA will select only the most promising school plans for funding. The LEA will determine the criteria used to judge among school plans; however, the criteria must include: the clarity, appropriateness and importance of the school's program goals; the quality of the school's plan for achieving those goals; the quality of the school's approach to parent and community, private sector and prime sponsor involvement in implementation of the plan; and the school's plans for ensuring full and free access to program benefits without regard to the student's race, sex, handicap or national origin. LEAs will be encouraged to divide the funds available for program implementation equitably between junior and senior high school programs.

- Ensuring that schools develop and implement effective plans for the provision of basic and employment skills. The LEA will review and approve performance standards set by each school to judge its effectiveness in meeting its goals. The LEA will use the school's success in meeting its objectives to provide additional technical assistance to the school and as a factor in future funding decisions.

- Ensuring that school programs are of a sufficient size and scope to have a major impact on student achievement, retention rates and employment opportunities.

A district-wide council will advise the LEA on developing criteria for eligible schools, awarding planning grants, allocating funds for private school students and making implementation awards. The council will be representative of youth, teachers, private industry, the prime sponsor, community based organizations, local government, private schools and labor unions. The council may review and appraise each school plan and make written recommendations to the superintendent about the strengths and weaknesses of each plan.

Reasons for the Proposal

The Youth Education and Training Act builds on the principle of local responsibility for education. The LEA and its superintendent make the critical decisions which will determine overall program success. The LEA, with advice from a locally representative council, sets the general standards against which each school plan is judged and makes the decision about whether a school's plan will be funded, whether and how it will be altered, and whether the school must continue to work to improve its plan. The superintendent will also monitor the progress each school makes towards its objectives and will redirect or otherwise assist schools as needed.

The role assigned to LEAs in the Youth Education and Training Act represents a significant departure from the Title I ESEA model. Unlike Title I, this program gives the LEA discretion to determine which schools will receive implementation grants. Unlike Title I which supports year-to-year activities in schools, the LEA in selecting a school plan for implementation will be making a three year program commitment. Unlike Title I, the youth education program requires the LEA to establish activities designed especially for out-of-school youth and to tie those activities to the vocational education system and to the local CETA prime sponsor. The results of recent research support this emphasis on local control over program decision-making. Recent studies have shown that the key determinants of educational program success are such difficult-to-measure variables as the quality of faculty commitment, administrative leadership, local materials development, school participation in program planning and development. It follows, then, that the LEA with advice from a local council is in the best position to decide which schools have the capacity and will to carry out their plans. A local school district which has made these decisions will have added incentive to work with the schools to help them succeed.

Impact

Basic formula funds will be distributed to 1293 counties. Included in this total are all of the largest school systems in the country, as well as school systems in approximately 1100 rural counties.

Program Accountability

The proposal assigns to the LEA responsibility to ensure that schools develop and implement effective plans to provide poor and low-achieving youth with appropriate basic and employment skills. The individual school plan, with its explicitly stated goals and measures of progress toward those goals, will be the basic accountability document used by the LEA. In addition, the LEA must ensure that procedures for selecting schools comply with the law and regulations, that fiscal effort is maintained, and that resource equivalency between eligible schools and other schools in the LEA is maintained. The LEA will report annually to the SEA on the progress made by each school towards the achievement of its objectives.

March 7, 1980

VII. The Youth Education and Training Act: The School Role

The Proposal

Education programs under the Youth Education and Training Act are designed and implemented at the school level and involve the coordination and dedication of all of the school's resources to meet the particular needs of its students.

Eligible schools in a district will be selected to develop plans which spell out how each school would use its program funds. The plan must describe the activities and programs to be implemented at the school, provide the rationale for those programs, specify the goals the school hopes to achieve for its students and the objective measures the school will use to assess performance in the areas of basic skills, reduction of dropout rates and absenteeism, and enhanced employment opportunities.

The plan must be developed in cooperation with a school site council. The council, whose membership is representative of important parts of the school-community, must approve the submission of the plan to the LEA. If approved by the LEA, the plan is implemented by the school.

A school's program may involve the use of a variety of strategies to enhance basic skills achievement of low-achieving youth, to integrate basic skills improvement efforts into the entire school program, to develop employability skills of its students, and to provide appropriate work experience for students in grades 10-12. The school must coordinate its efforts to provide work experience with the local prime sponsor and with local employers.

Any student attending a school funded under the Act may participate in any service or activity, so long as the student has need of that service or activity.

The school program must be closely coordinated with local community organizations, private industry and the prime sponsors. The school-site council must include community, business, and prime sponsor representation. For programs designed to link together schools and prime sponsors, the prime sponsor must sign-off on the school plan before it is submitted. Information on CETA summer work opportunities will be provided to youth in all grades. Senior high school youth will be eligibile for all CETA services. Finally, participating students will have a basic skills and employability record to be developed locally by the school in cooperation with the prime sponsor and the private sector. The record will contain evidence of whether the student has mastered basic and employment skills relevant to employers.

Reasons for the Proposal

The Youth Education and Training Act focuses on the school as the primary unit for decision making, program development, and implementation. This school-based focus acknowledges that local involvement in a program's design and implementation is critical to its ultimate effectiveness. Large-scale evaluations of Federal programs have repeatedly found that local factors are the key to program success. School based planning means that the kinds of services offered to students in schools receiving these funds will be tailored to the needs of those students. Programs will vary from school to school and from community to community. School programs funded under the proposed legislation will be comprehensive and school-wide; they will not simply add on to existing activities. The planning process requires the elements of the school and its community to examine the needs of the students and create the best mix of programs and services to meet those needs.

This provision for the development of comprehensive school-site programs should encourage the upgrading of an entire school program through collaborative planning and implementation. Research supports this proposal, showing that piecemeal approaches such as isolated projects in schools too often have only limited impact on the basic, continuing activities of schools. In fact, several recent studies suggest that the major determinants of educational quality at the school level are related to coherence of purpose, strong leadership by the principal, and continuing collaboration by all concerned (teachers, parents, administrators, and the school community). The proposed legislation provides a framework for fostering school-wide improvement by emphasizing basic and employment skills training, by relying on the school to design its own programs and its own program goals, and by requiring close and continuous involvement of many elements in the school and the larger community.

Impact

Funds distributed under the Youth Education and Training Act will be highly concentrated and will reach secondary schools with high concentrations of poor and low achieving students. Within a school, the program will be funded at a level that is designed to enhance chances of success. As a result of the targeted formula and the concentration of funds within school districts to needy students, we expect about 8,000 secondary schools will receive planning grants for school year 1980-81 and approximately 6,000 of those schools will be awarded implementation grants beginning in school year 1981-82.

Program Accountability

The school plan will serve as a basic accountability document. The plan will contain short- and long-term goals that include objective measures to assess increases in basic skills, reduction in dropout and absenteeism rates and increases in employment prospects. The achievement of the school's goals will give the school an advantage in refunding. Failure to achieve the goals set in its plan may result in termination of funding. Where the school's short-term goals are being met, but long-term goals are not, LEAs must request the school to modify its plan in order to continue funding past the third year of the program.

March 7, 1980

VIII. The Youth Education and Training Act: Private School Youth

The Proposal

In order to ensure the participation of private school youth in the Youth Education and Training Act programs, it is proposed: (1) that each LEA with significant numbers of needy private school students serve those youths in proportion to their representation in the formula population; (2) that each LEA may provide services directly to low-achieving or otherwise needy private school youth, or (to the extent constitutionally permissible) it may make grants to private schools which have concentrations of low-achieving students; (3) that the Secretary arrange alternate methods for the delivery of services to private school students where an LEA does not provide such services.

Reasons for the Proposal

Youth who receive their education outside the public school system should benefit from services and programs funded by this legislation. Many youth who do not attend public school need basic skills and employment skills training. The proposal assigns to each LEA the responsibility for determining the number of needy private school youth and for deciding what is the most appropriate mechanism for the delivery of services to those youth. The LEA can make the programs at eligible schools available to needy youth who attend private schools. The LEA may also choose to permit private schools to compete with each other for program funds in the same manner as public schools, to the extent that this is permissible under the Constitution of the United States as well as local, State, and Federal law. A private school which receives a direct planning or implementation grant would have to meet all the legal obligations of any recipient of Federal funds, except the requirements concerning supplanting of funds and comparability.

This approach gives each LEA flexibility to determine how best to serve the educational needs of low-achieving youth who do not attend public schools. It recognizes that communities may wish to link their efforts to deal with youth unemployment to institutions within the community that may already be providing some basic skills or occupational training to the target population. The inclusion of a by-pass provision in the proposal, similar to by-pass provision in ESEA, permits the Secretary to make alternate arrangements to serve needy private school youth in the event an LEA cannot or has not done so.

March 7, 1980

Impact

It is difficult to gauge the impact of the provisions of the Act relating to private school youth, particularly since there is a paucity of data about the extent of need among the private school population. According to data derived from the 1978 Current Population Survey, 11.4% of all elementary school students (K-8) and 8.1% of all high school students (Grades 9-12) attend private schools. In some large urban areas (e.g. New York, Boston, Chicago, Philadelphia, Pittsburgh) the proportion of private school students is more than double the national average. While national figures indicate that poor children make up a smaller proportion of the private school population than of the public school population, we have no data on how many private schools particularly in urban areas have substantial concentrations of poor children. It is reasonable to expect that poor youth attending private secondary schools can benefit from basic and employment skills training.

Youth Act of 1980
Services Provided to Participants Ages 12-21

Department of Education:Services

In School Youth

Junior High
- Basic skills training
- Employability skills training
- Career counseling
- Summer work opportunity information

High School
- Basic skills training
- Vocational education
- Employability skills training
- Career counseling
- Occupational training

Out of School Youth
- Vocational education and skills training
- Alternative school programs
- Basic skills training

Department of Labor:Services

14-15 Year-old Youth
- Summer youth program work experience
- World-of-work skills
  - Career exploration
  - Occupational information

16-18 Year-old Youth
- Work experience
- Part-time work
- Summer youth program
- Vocational training
- Support services (e.g., day care, transportation)
- School-to-work transition information (e.g., placement guidance, testing)
- Labor market information
- Career guidance in conjunction with a local education agency

19-21 Year-old Youth
- Work experience
- On-the-job training
- Vocational training
- Basic skills training

Senator **Pell**. Thank you very much indeed, Madam Secretary. We are fortunate that the chairman of the full committee has joined us and does he have an opening statement?

Senator **Williams**. No; please continue. I will insert my statement for the record.

STATEMENT OF HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator **Williams**. I am pleased to welcome Secretary Shirley M. Hufstedler here today to present the administration's proposal for policy and program directed at the immensely important and difficult problem of youth unemployment. I am a cosponsor of this bill, S. 2385, and I regard title II of the measure as a promising begining to help educational agencies in reducing joblessness among young people.

We look forward to examining this bill's potentials. We are pledged to collaborate with you to assure the maximum benefits from this measure. We shall explore its strengths and its weaknesses in the weeks ahead and I feel confident that the measure reported from this committee will contain our best efforts.

Youth must have effective access to basic and technical skills and must be capable of adapting such skills in a labor market characterized by constantly changing economic conditions. We must remedy the problem of service fragmentation and find cost-effective ways to foster collaboration among the unions, employers, schools, and employment services providing employability skills.

Beginning today, the activity of this subcommittee and the full Committee on Labor and Human Resources will be dedicated to these ends.

Secretary Hufstedler was confirmed by the Senate only 3 months ago. It is noteworthy and fitting that her first appearance before this committee on substantive policy is concerned with remedies to youth unemployment in the urban and rurual areas of the Nation. Our committee is most appreciative of the opportunity to hear the Secretary's views on youth unemployment.

Senator **Pell**. Senator Schweiker?

Senator **Schweiker**. Thank you very much, Mr. Chairman.

I am pleased to welcome Secretary Hufstedler here today and to hear her statement on this very critical problem of youth unemployment I have been a longtime supporter of coordination between training programs and education programs in our high schools, and I am hopeful that we can bring these two programs together. I think that the distance between the two is the root of a lot of our problems, particularly as showing the statistics that you cited here this morning.

I recently introduced S. 2286 which would encourage community-based organizations and local educational agencies to jointly establish career intern programs in areas of high youth unemployment and particularly in areas where the school dropout rate is high.

As you know, there are five OIC career intern demonstration projects now being funded by the Federal Government. I believe these programs provide the necessary link between job training and basic academic education, and I am hopeful that they will serve as models in efforts to provide academic education as well as real job training for our young people. I think CIP is very close, in concept to the proposals to be presented here today.

Thank you, Mr. Chairman.

Senator PELL. Before moving into some specific questions, I would like to touch on the general budgetary impact and maybe you could explain to us a little bit how the President can be proposing a brandnew initiative at the same time that he is asking for cuts to be made in his budget? I believe that the expenses of just the educational component alone, $50 million for the first year, which can be perhaps lost in the budget, $800 million the second, and $1 billion the third. As objective as this is, this will obviously mean cutting out of the equivalent amounts of money in other programs or some other means of financing.

I wonder if you would enlarge on this, how the President would respond to this question?

Secretary HUFSTEDLER. I cannot, of course, respond for the President. I can respond for myself.

In order to reduce the rate of inflation, the administration wants to concentrate on budgetary cuts affecting outlays in 1980 and 1981. The Youth Act has very modest outlays in terms of calendar year 1980 because those outlays, modest though they are, ask $50 million—

Senator PELL. I am getting confused now. Let us talk about Government fiscal year.

Secretary HUFSTEDLER. All right.

We are talking about $50 million in fiscal 1981: The outlays in fiscal year 1981 are the principal although not the sole target of the budgetary cutback that the President is exploring. The outlays and the impact of the youth initiative have been specifically excluded from scrutiny at this time for the reason that neither the outlays nor the forward funding have significant impact until toward the end of the 1981 fiscal year budget.

The assumption is that when we take the heat out of the economy, in the short run, we can reduce the inflationary rate to reasonable limits. Therefore, efforts to fund new programs beyond fiscal 1981 should be considered.

Senator PELL. In other words, what you are saying here is that fiscal year 1981, there will only be $50 million?

Secretary HUFSTEDLER. That is right.

Senator PELL. Fiscal year 1982 will be $800 million, and fiscal year 1983, there will be $1 billion in the educational component?

Secretary HUFSTEDLER. That is correct.

Senator PELL. I am delighted that some social program will be beyond scrutiny. You mean we will enjoy parity with the defense budget which, in this one item, is good news.

But could you tell me what existing education programs might suffer in order to enable you to move ahead with this new program?

Secretary HUFSTEDLER. No. No programs now in existence will suffer by reason of the authorization of funding of the Youth Act.

Senator PELL. I do not quite understand how that could be. If there is a determination made to try to bring the budget in balance, and we are going to spend $1 billion more in 1983, I would think that there would be an effort made to reduce the budget some other place by the equivalent amount. Would you not?

Secretary **Hufstedler**. Senator Pell, I can tell you that as far as I know, no decision has yet been made about cutting any program in the Department of Education.

Senator **Pell**. I for one think it is a pretty sound decision. Obviously, I have a parochial interest in it from where I sit.

Secretary **Hufstedler**. Senator Pell, I also have a parochial interest, in these programs.

Senator **Pell**. You know what Winston Churchill said, you do not want to preside over the dissolution of your empire.

Secretary **Hufstedler**. Particularly when we are just building the foundation.

Senator **Pell**. I am delighted that you believe this can be done without reductions in other already existing programs.

Another specific question. The critics of the President's title, the Youth Act, contend that we would be putting a substantial amount of money into an educational system that has already failed the students.

In other words, we have many of these programs you are talking about already in existence and they have not worked. This is one of the criticisms of it.

How would you respond to that?

Secretary **Hufstedler**. First, there have been successful models, which are the foundation of this proposed act. We are building on these successes I will put it his way.

From the programs, many of them sponsored by members of this committee, we know what the winning combination is. It takes a significant amount of concentrated effort and resources at the secondary school level to enrich the program with respect to teaching basic skills. Those resources simply have not been there. When they are there and when you link those programs to real work experience, and when you have a commitment by the schools, the principals, the parents, the community-based organization, the private sector, the mayor, the unions to a package intended to make the program work, it works. That is what we are proposing here.

Senator **Pell**. But is that not exactly what your vocational education programs are supposed to do?

Senator Hathaway's excellent career education bill is on the books. This is already law and if it is not working, why should calling it another name make it work?

Secretary **Hufstedler**. Senator Pell, I point out that many of those programs are working but they are not closely targeted on the youth we are trying to reach. The funds are not concentrated. The funds are not placed in junior high schools. We prepare, for example, to concentrate half of our funds in the junior high years.

Second, not every vocational educational program is directly keyed to employment opportunities of youth and in the skills we are trying to promote. The career education component is an important one. It is not that it is a failure. To the extent that it has been implemented, it is a success. We want to take those successes and give them the impetus that we have here.

Senator PELL. Am I correct in saying that only 7 percent of the present vocational education activities are in large cities, cities over 500,000?

Secretary HUFSTEDLER. I will get you that information. Perhaps Marshall Smith has it.

Dr. SMITH. It is a low figure, but I am not sure we have it.

Senator PELL. Could you talk louder?

Dr. SMITH. I am not certain it is 7 percent. I know it is a relatively low figure and we would be glad to provide that information for you.

[The following was received for the record:]

According to an October 1978 report in Institutional Development Associates, Inc., "National Study of Vocational Education Systems and Facilities," only approximately 8 percent of secondary school vocational education facilities are not situated in central cities with populations of 500,000 or more, but those cities contain 23 percent of the total population.

Senator PELL. Can we expect vocational education to provide the skills training that we anticipate at the senior high level?

Secretary HUFSTEDLER. The choice rests with the schools, the high schools, whether to tap into the vocational structure or not. That choice is made, of course, on the basis of what the local planners believe to be the correct combination. Twenty-five percent of the funds are to be used through the vocational educational structure, as you know, in the legislation.

But the choice of whether to use it for a particular program rests upon the needs as perceived by the local community. Therefore, it permits those communities, rural or urban, to take their choice with respect to vocational education which works best to them.

Dr. SMITH. If I may add, Senator, the vocational funds would go to the exact same areas, the same LEA's as the basic funds would. So the 25 percent of the vocational funds would be directed to the same places. They would, in fact, reach the urban centers and the poor rural areas.

Senator PELL. I think in some cases the facilities are not there because you do not have startup money, is that correct, under the previous legislation?

Dr. SMITH. That is right. There are some facilities lacking in the cities and we would hope that——

Senator PELL. You have many facilities lacking in the larger cities, that is the point I am bringing out.

Dr. SMITH. Yes, sir.

Secretary HUFSTEDLER. Senator, that is correct, but we would hope that these moneys that are set aside for vocational education under the act, would draw resources into the areas which need them most.

Senator PELL. I have a series of questions here and I do not want to hog the time of my colleagues. I will be here right through.

Senator Schweiker, do you have any questions?

Senator SCHWEIKER. I have a few.

Madam Secretary, how do the education work councils function in your proposal and how do they differ from the CETA prime sponsor councils?

Secretary HUFSTEDLER. There are two levels of advisory bodies. One, the school site council, is the group of persons who advise, assist, and implement the school plan. That is the group of persons who represent all the community components which we know are required to make the effort the most successful. The advisory panel is just that.

It is an advisory agency designed to help the LEA in terms of presenting the whole picture and working out with the LEA the kinds of advice, the kinds of assistance that will provide not only focus to the programs but assist in providing the infrastructure that is necessary to make the programs work.

The district councils, of course, can also serve as the CETA Youth Council if the LEA and prime sponsor agree. In short, we can fold in the existing program if the LEA and the prime sponsor choose to do so.

Senator **Schweiker**. I just want to read a description of the career intern programs. I said, we have five career intern programs presently going on. Here is the way they work. The Seattle career intern program is divided into three phases. The first phase lasting approximately 20 weeks, emphasizes career awareness, provides personal motivation developments, structural development opportunities. The academic courses include arts, math, physical sciences. During the second phase, the interns design their own career development plans. Classroom instruction focuses on courses they can relate to in career preparation. Practical experience is spent by working on the Government worksites.

The final phase, career specialization, indicates that one, two or three paths after high school education, either job training, skills training, or preparation for college admission. My question is how would this concept differ or maybe it is very similar to what you folks would propose by the joint approach of Labor and Education.

Secretary **Hufstedler**. It is similar in significant ways. The differences are that your very valuable career intern program reaches only high school youth or dropouts after high school.

The program that we are proposing reaches junior high school youth, almost half of the funds are targeted on underachieving and impoverished junior high school youth. We can use the lessons that you have helped to teach us in your career intern program in helping to counsel youngsters in junior high school, many of whom, if not helped in basic skills, training, and career awareness will be dropouts.

The second element is that we are targeting youngsters, one-third in the rural areas, Senator, and two-thirds in the urban centers, who are not now reached by the limited number of career intern programs now in place. Although the legislation does permit, as you may recall, some discretionary funds—that is, a 10-percent set-aside—to reach pockets of troubled areas in otherwise well-off counties.

Therefore, what we are doing, Senator, is building the kind of linkages—which your program has taught us are a success—but we are concentrating that program in a way which creates the strong linkages between the Department of Labor and the education world. And we are running the system in a coherent way to pick up youngsters, encourage them, and train them, from the time they reach junior high school. In effect, we follow them in the program, whether they are in school or out of school, through age 21. So that I certainly agree that your program is well conceived.

We are building that right into the structure, that is one of the bases that we are using, and we are also encouraging the community-based organizations upon which you yourself very appropriately rely.

I might say, as you no doubt well know, that the career programs are being evaluated by NIE, and the results are encouraging.

Senator **Schweiker**. CIP really is a joint labor and education program now because NIE is monitoring it and Labor is funding it.

The figures that I have on the Labor Department programs are different than those you just gave Senator Pell on how the education program funding would go in fiscal years 1981 and 1982. Now, the figure that I have on Labor, and maybe this has been changed since we originally got these figures, now would be $300 million in 1981, and $1 billion in 1982.

Has that changed or is that what you understand, too?

Secretary **Hufstedler**. Senator Schweiker, if I may, I will refer that question to Mr. Johnson of the Department of Labor.

Mr. **Johnson**. It is $300 million in budget authority for 1981, and that has not been changed; $100 million is estimated to outlay in 1981 so that the outlays are only $100 million.

We already have the YEDPA programs, as you know, and this would enable us to get started in a transition year in fiscal 1981 toward the new programs. We would not, however, change over all of the YEDPA programs because we would need to have a transitional period. So this would just enable us to get started on the new programs and then it is true that in the following year the budget authority request is $1 billion, so that would be the ongoing level for the additional money.

Senator **Schweiker**. The reason I raise the question, is the same reason Senator Pell asked this question. We just had the Secretary of Labor up before our Appropriations Committee, and he, like you, Madam Secretary, was not sure yet where the budget cuts were going to come down. He said no final decision had been made.

After I asked Secretary Marshall that question, I drove home that evening and the radio said that the White House had decided to issue about a 13-percent cut on the controllable expenditures in order to balance the budget or to get a $21 billion budget cut for fiscal 1981. That well may be inaccurate, but my point is that if we are going ahead, if the administration is going ahead with a $21 billion budget cut, it has got to impact here somewhere, perhaps on presently existing youth programs.

Now, as you say, your main impact is after 1981. So that may help your situation. I am not sure what it would do so with Labor. But we are all sort of hanging with anticipation because we cannot make up any bills until we know.

What is your understanding on when we will know what the administration's position on these budget cuts are?

Secretary **Hufstedler**. All I can tell you is that the information that I have suggests that the decisions are going to be made rapidly.

Senator **Schweiker**. It has sort of put the whole appropriations bill in a holding pattern. We do not know what to do at this point—no sense in marking up a bill only to find out that the administration has reversed its position and says cut out all controllables by 13 percent, which would be quite a mammoth undertaking.

I realize that is not your ultimate decision, Madam Secretary, but it does raise problems for people like ourselves who have to somehow go through with it one way or the other.

Thank you, Mr. Chairman.

Senator PELL. Senator Williams?

Senator WILLIAMS. Thank you, Mr. Chairman, and now I will take a moment to join with my colleagues and welcome you here, Madam Secretary.

We are impressed that your first appearance here on substantive matters is on this subject which is of such importance and complexity. I have joined with Senator Pell and Senator Randolph in introducing this legislation, and I know we all will be intent upon examining the particulars of the bill and will do our best in collaboration to assure the maximum benefits from this measure. Certainly we will make every effort to meet the needs of truly disadvantaged young people. One of our Nation's most frightening statistics is the large number of unemployed young people.

The response to that problem has been given significant attention by the President. I am sure that this bill is viewed with the expectation that something new is going to be added to the lives of disparate youth who are not productive members of society. And so with the proposed Department of Education program combined with the Labor Department program, within this bill, I think the stage has been appropriately set by the President for all of us to do all we can to put together a program that will work. That is the business that we are now about.

What have we got here? With the best advice, how will it work? Can it work? How can it be improved? Our mission, as I see it, is to fully examine the bill and with the best advice available determine whetehr it can be successful.

I would like to start, if I might, with the allocation process. What criteria have you established for identifying which school districts will be eligible to receive grants?

Secretary HUFSTEDLER. After the 2-percent set-aside to take care of some special concerns of the Federal Government, in administering the program, 98 percent of the money goes to the States. We know how much money goes to each State under the formula that has been devised. Although the formula sounds rather complex, actually it is not a rather difficult formula.

Senator WILLIAMS. We introduced the bill just the day before yesterday, and time has not permitted me to become an authority on it. I received it shortly before introduction, it is very complex to read. Now, it will be helpful if you could clarify the formula process.

Secretary HUFSTEDLER. Let me explain the theory.

Senator WILLIAMS. It looked to me like you took all of our formulas and—with some eclectic process squeezed them together. Please tell me it is not so.

Secretary HUFSTEDLER. It is not so.

We are trying to target these funds very closely on the most threatened population. Now, how do we determine who those people are? Because we, in fact, have the poverty figures across the

United States, based upon census data and the so-called Orshansky formula. That is not anything strange. We know how many poor youngsters there are in each one of the counties in the United States. We therefore know where the highest concentration of poor youngsters are. We know we want to target two-thirds of the money on the most seriously impoverished youngsters in urban areas. We have those figures. We know we will have to make some adjustment as we go along because children move and populations move.

Next, we want to concentrate the funds on the most impoverished youngsters in rural counties. So we have a method of counting those. What appears to be a complication is the means of taking corrections into account so that we are sure we hit the very targets we are shooting at. We know we are doing that.

On the basis of the number of poor youth in each county, which we count, we have a formula then for distributing the money on the proportion of those youngsters in those counties. We then have a subformula because we, after all, want to distribute the money to particular schools that are the most impoverished within the LEA. We also want to distribute funds to schools that have been producing plans of sufficiently high quality, showing a commitment to make the plans work, so that we can be sure the program will be a success.

So we use a similar formula to find out which of the schools within each district are the poorest schools, in terms of poverty. We count youngsters for that purpose.

As a result, we then know that some of the schools within an eligible LEA are nevertheless going to be excluded because they do not have enough poverty youngsters to qualify for the program. So, all of those series of numbers are simply, frankly a mechanical way in which to identify each of the target populations in each of the target schools. For persons who handle such formulations, what I have just described is not significantly different from the title I formulation except on the numbers of people you count. We distribute the money differently, we concentrate the money differently because we are dealing with a different age group, but this kind of formula is quite familiar to school superintendents and chief State school officers. They are used to working with these numbers, that is not a problem.

I should add that out of all the money available for title II, we take off 1 percent—not, however, in excess of $10 million—for the purpose of undertaking demonstration projects, and providing technical assistance to LEA's around the country. We take off another 1 percent for the Bureau of Indian Affairs schools and for territories in which we have a Federal responsibility. So after that 2 percent is set aside, 98 percent of the funds then goes to the States.

The SEA then has a set-aside of 1½ percent for administering and monitoring the program, performing functions which are not dissimilar from the kinds of oversight functions, administrative functions that are performed by SEA's in a number of other Federal programs, including title I.

In addition, as I said earlier in my testimony, we permit the State to have 10 percent in discretionary funds to permit the State to identify those counties which have pockets of very poor kids. We want to give the States an opportunity to reach those youngsters because while the county may not have a concentration of poverty overall, it does have a target group we want to hit. That 10 percent money to the States is to be set aside to permit the States to target these youth and, at the same time, permits some of the schools which would be eligible and which are not going to be funded under the earlier plan, to have an opportunity for funding.

There is another 2.5 percent which is set aside to the State in order to meet the needs of delinquent, neglected, and migrant youth. That again is—it is not a hard figure and that is a thing that States know how to do and are going to do anyway. The remainder of the money, that is the big bulk of the money, 87½ percent of the moneys then goes directly to the LEA's through the counties

Of that fund, 25 percent goes into vocational education. Now, that is a simple proposition because we do not build anything new. We simply put that money available in vocational education within the very structure of vocational education that now exists in each State.

All we are doing is funding those institutions to make the resources available in developing school plans that will implement those plans with the vocational educational component. The remainder of the money, that is 75 percent of the remainder, then goes to the very schools which have submitted exceptional plans.

Let me describe how a school goes about entering this program. When a school wants to participate and it is an eligible school in an eligible LEA—and here again I remind you we are simply counting poor children and low achievers—then that school principal can simply make an application, a simple one saying that that school wants to participate.

The next step in the program is to form the school site council—the principal does that—gathers the very kinds of people that we earlier described who are going to help them put a school plan together. When that has been done, then that school qualifies for a planning grant. That is the money that comes out of the $50 million which we have requested to assist us in planning. When those plans are developed, they then go to the LEA. There will be approximately twice as many plans submitted as the LEA can fund. That permits the school superintendent and school board members to decide which of the schools with the greatest number of poverty children have the best plans.

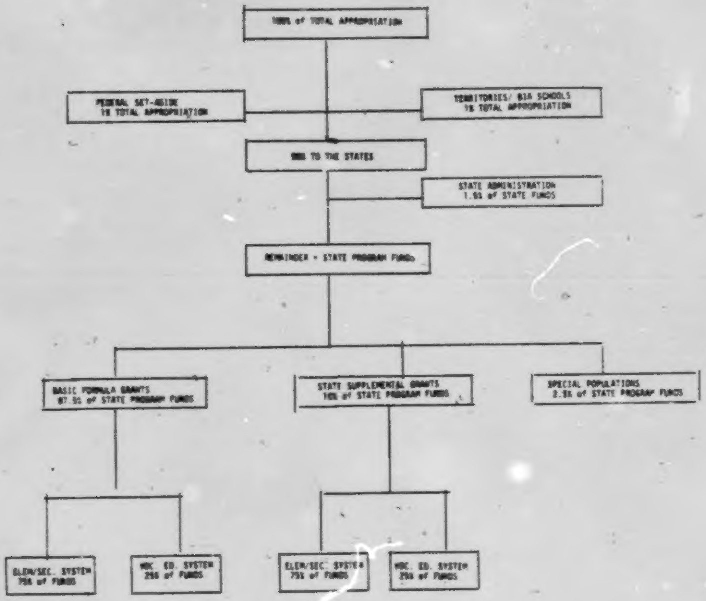
Then the LEA can take the funds for implementation and fund those plans for a 3-year program. In each instance, the school plan includes a description of precisely what the goals of the program are for that school. It demonstrates where the linkages are going to occur to make the CETA program work with the school program, how they are going to implement every phase of it. Thus the success of the plan can be constantly measured against the goals which the school set for itself in cooperation with the community leaders. That is very different from a title I program. But it is the kind of success model that has already been built by legislation which each of you were very active participants in creating.

I will say also that I would like to submit for the record a flow chart that we will distribute to you promptly, which traces the flow of the money. But, in the simplest overview, we say the money flows in a pattern that is very familiar on title I from the Federal Government to the State, down to the LEA. The difference is that in this act, the funds are closely concentrated and that is the reason for all those formulas.

Another major difference is that instead of having Washington tell the LEA's what they have to do with each element of this, we developed the outlines but they fill in the pieces.

[The following was received for the record:]

TITLE II : YOUTH ACT OF 1980


100% of TOTAL APPROPRIATION
FEDERAL SET-ASIDE 1% TOTAL APPROPRIATION
TERRITORIES/ BIA SCHOOLS 1% TOTAL APPROPRIATION
98% TO THE STATES
STATE ADMINISTRATION 1.5% of STATE FUNDS
REMAINDER = STATE PROGRAM FUNDS
BASIC FORMULA GRANTS 87.5% of STATE PROGRAM FUNDS
STATE SUPPLEMENTAL GRANTS 10% of STATE PROGRAM FUNDS
SPECIAL POPULATIONS 2.5% of STATE PROGRAM FUNDS
ELEM/SEC. SYSTEM 75% of FUNDS
VOC. ED. SYSTEM 25% of FUNDS
ELEM/SEC. SYSTEM 75% of FUNDS
VOC. ED. SYSTEM 25% of FUNDS

Senator **Williams**. That was a crystal clear and brilliant explanation. I appreciate it.

There will be those who have developed some skepticism about the effectiveness and value of major Federal education programs. In this legislation we are giving a lot of responsibility to individuals in who have failed to meet the needs of the targeted young people. Thus, we are asking people who have failed to now contribute to the lives of young people whom they were unable to help previously. We have to understand what new substantive programs will be added to the schools receiving funds through this bill.

Secretary **Hufstedler**. Senator Williams, I have heard the criticism but I say to you that the criticism is not well founded.

It is quite true that additional dollars alone are not going to solve a problem of motivation, either by principals, by teacher, or by students. But I tell you very sincerely that no money at all to perform the programs means no matter how motivated you are, you cannot get the program off the ground.

What we are asking be done is what we know can be done. We are going to add teacher resources. We are going to teach teachers with respect to handling materials that we know work from other experiments and demonstrations. We are going to be teaching basic literary skills in subject matter areas.

Now, some of the failures have been because the teachers in high school have not themselves been trained to be teaching basic literary skills. That is not what they were trained to do.

What we hope to do is bring in not only training for those teachers to help them learn how to do that, but also this money provides funds to hire other teachers who can come in and assist with that program.

For example you can concentrate on each student in a class of 10 youngsters and you can build their training skills. Impoverished school districts cannot afford to concentrate their attention on 10 children at this time.

We know in short that this program works when you give us the resources and we give the schools the resources to make it work. Moreover, we know from the kinds of experiments that have already been done how important it is to bring in persons from the world of work who know how to counsel junior high school and senior high school age youth.

I take nothing away from the school counselors, but the fact is that many of them have never been trained in the real world of work. They are trained to help young people get to college.

Now, there is nothing wrong with helping young people to get to college but, with respect to our targeted youth, the problem is not how to get to college. At the moment, their problem is how to learn to read and write, to have any skills at all, whether they are going to take them to the world of work immediately or to higher education.

Senator **Williams**. I am glad to hear that, and when my time returns, I want to talk about just that issue. In our hearings last October we learned of the importance of individualizing the educational experience. You have mentioned this and I want to follow through to see how the resources are going to be organized to assure that target youths will receive individualized attention in the classroom unknown to the teacher.

I yield to the chairman.

Senator PELL. I wonder if you could walk us through the way in which a particular school would go about planning for and then receiving a grant?

Secretary HUFSTEDLER. We start off with the assumption—because it is built into the statute—that we have an eligible school. We have gone through the poverty counting that we earlier described. The LEA first notifies the school that it is eligible, and asks if it wants to participate. The school then——

Senator PELL. Excuse me. To achieve that notification, they will use the formula mentioned earlier, and presumably crank into it the results of the 1980 census?

Secretary HUFSTEDLER. We are not cranking in the 1980 census yet, Senator Pell, for this program. We will have to make adjustments later when 1980 census results are available.

The reason is that the 1980 data will not be available and sorted out for almost a year after it is collected. Therefore, we would not have it in time. We will ultimately be able to make some corrections, and of course, the 10-percent set-aside to the States will help them make corrections.

Senator PELL. When you get that data, which can be rather changed, you will use that data, presumably, and not continue to operate in 1970 data, when you get to 1981?

Secretary HUFSTEDLER. Senator Pell, we know that it is not a perfect instrument of measurement to use the 1970 data. But in order to make these programs work, we have to forward fund them for 3 years. Once the plan is accepted, we also know that we cannot reach the universe of need in any event.

So that we recognize that we are going to hit the poor youngsters all right. We may not hit as many of them in a particular county as we might like, if we had up-to-date data.

Senator PELL. What about the States like Arizona, which has increased its population 40 percent in a 10-year period?

Secretary HUFSTEDLER. We could use the 1980 data in the out years.

Senator PELL. In which years?

Secretary HUFSTEDLER. In the out years.

Senator PELL. What do you mean by the out years?

Secretary HUFSTEDLER. In the 1983 period and beyond. Now, to be sure we cannot now forget everybody as we might like. But what we can do, and what we encourage States to do, is not to let all their supplemental money go in the first instance. That is to say, they may use part of their 10-percent set-aside to be able to make adjustments in this program as the new 1980 census data is processed, and we can encourage eligible counties to do the same thing. That will not reach every single one, but it is the only methodology that we can use and still put the program in place immediately.

Senator PELL. Speaking as a Senator from a State with an older population, and perhaps a declining population, I am delighted. It is obviously very advantageous to my State. I am not sure that it is fair to other States that are at the other end of the spectrum, and I imagine while Arizona is not represented on this committee, they would be rather upset.

Secretary **Hufstedler**. I think Arizona has other advantages that might assuage their anxiety.

Senator **Pell**. I think the problem is far less acute in Arizona than it is in the other States.

All right, now we are coming on, the State is notified by the Department of Education, or rather the LEA is notified by the Department of Education that high school Oshkosh is ready to move, can receive the funds. What happens then?

Secretary **Hufstedler**. We have not quite got through there. If you want me to walk you through step by step?

Senator **Pell**. I do. Slow, step by step.

Secretary **Hufstedler**. Now, we have gotten to the point where the LEA has told the high schools and the junior high schools in its area that funds are available for planning in their schools. While they submit a plan, high schools then, informally, indicate to the LEA that they want to participate. They may also, at the same time, seek a portion of the vocational education funds. It is not required that they do so, but they can do so.

The LEA then notifies the school that it has been selected to receive a planning grant. Because we want to encourage the best programs, we are requiring the LEA's to solicit twice as many, in terms of planning applications, as can ultimately be funded.

Senator **Pell**. Let me back up 1 second to the notification. How are specific schools notified? Is it the whole school district that is notified, or are particular schools notified?

Secretary **Hufstedler**. The individual, we notify the SEA's of what the fund level is. The SEA's notify the LEA's. The LEA's notify the schools within that LEA as to which ones are eligible for a grant.

Senator **Pell**. And this eligibility, I know you answered Senator Williams, but I want to get it straight, is basically based on the Orshansky formula; is that correct?

Secretary **Hufstedler**. No, not quite. It is based on a poverty formula, but it has some individual corrections to try target it more closely. For example, if 75 percent of the youngsters in a given school are low achievers on the achievement tests, they are automatically eligible. I will have Dr. Smith explain it to you.

Dr. **Smith**. Let me explain it a little bit. The formula itself takes you down to the county level, and then within the county level distribution to the LEA, it is the same kind of problem that we face in title I, is phased out by the county and the State.

Senator **Pell**. You say the county? Many counties do not have them. You mean LEA's?

Dr. **Smith**. We distribute the funds according to the 1970 census.

Senator **Pell**. In New England you do that?

Dr. **Smith**. No, we get into the county level, and then within the county it gets distributed to LEA's. Once a local education agency has the funds, then it has to collect data from the schools to determine the poverty count within those schools. We do not know those poverty counts from the Federal level, and they change, as you know, from year to year. So that the LEA itself determines which of the schools have the highest concentrations of poverty. It then makes eligible for planning grants roughly twice the number of schools that it will eventually fund for implementation grants.

Senator Pell. For example, if the school within an area came down to a high prosperity area, and there were no poor kids in it, that school would not get any funds, is that correct?

Dr. Smith. That is correct.

Senator Pell. What about a rich school with dumb kids, low achievers, would they get the money?

Dr. Smith. It is under one local discretion, element. If the school has 75 percent of its children scoring below the 25-percent title, the local agency can understand that that school is really in a great deal of trouble, and can move it up ahead in the poverty rankings, and fund it as an eligible school.

Senator Pell. What about a private school, parochial school, nonpublic school? Could they meet the same criteria, and have the same eligibility?

Dr. Smith. The private schools, there will be a set-aside for private schools within the local districts.

Senator Pell. How much?

Dr. Smith. It will be proportional to the number of poor children in the private schools compared to the number of poor children in the public schools. If the district has 10 percent of its children within the private schools, the private school setaside will be 10 percent of the funds.

Senator Pell. Who would distribute the private school setaside?

Dr. Smith. The SEA will work with the schools to determine that, and they will be able to do it in two ways. For nonreligious schools, direct grants to the schools. For religious schools, the SEA will set up services not unlike title I, so that the schools themselves do not receive the direct grants.

Senator Pell. What about a private school for backward children, but well off?

Dr. Smith. Low-scoring private schools? Where there are children who are very low scoring?

Senator Pell. Right, would they eligible?

Dr. Smith. If the local education agency wishes, when they are working with the private schools, wishes to make that school eligible they could move them up in a ranking, the same way they moved up the public school.

Senator Pell. All right.

Now, if you will move this along.

Secretary Hufstedler. All right.

Now, the next step after the LEA has notified the school, and the school has said it wants to participate, the principal of the school then creates a school site council with membership that meets the requirements of the act. That is that whole roster of people who we know are essential to get the impetus and the motivation to make the system work. Then the school, with the advice of the school site council, develops a 3-year plan.

Senator Pell. Is there not a parallel here between the education site councils and local advisory councils in getting up one more structure of councils? I thought the President was trying to cut down councils.

Secretary HUFSTEDLER. In the fullness of time we may be able to fold one council into the other—and we have attempted that, by the way—we have given that alternative with respect to the CETA program.

Here, however, we know that the vocational educational structure does not have all the elements that will be required to make the individual components of this program work. That is to say, the school site council has power of representation by labor, private sector, CETA, community based organizations, principals, teachers, so that that structure moves with a design of the local program.

The voc ed councils are not designed to reach that particular purpose, and they are not focused on the particular school that we are trying to reach. The individual school approach is just not there.

Now, the school site council is an active and important participant in helping the principal design the plan for submission for funding. Under the draft of the statute, the school site council not only participates in the drafting, but also is the mechanism for approval of that plan, which then is forwarded to the LEA. It also, of course, once this school receives an award, will be heavily involved in the implementation of the plan.

Now, the plan itself requires a number of mandated elements, although the manner in which to reach those particular elements is left to the local planning agency. The plan must include the specific goals and methods for improving basic skill achievement, attendance, reduction of dropout rate, and teaching employment skills. It must contain methods to insure nondiscrimination, describe staff development plans, and also state plans for collaborating with the prime sponsor and with the private sector.

When we are talking about junior high school youth, the plans are somewhat less complicated, because the actual work experience is confined to summer employment for older youngsters through CETA funding. But even so, seventh through ninth graders would be given a significant amount of real work experience. However, we are not proposing the kind of regular employment that we seek for older youth in summer jobs.

Although there is nothing to prevent a junior high school principal, together with the site councils, developing some kind of work component if they choose to do so, for the 10th through 12th graders, the school and the employment community would arrange a cooperative program of work-study. This would provide students an opportunity for real work experience, in each instance that work experience has to be related to, and relevant to, the very basic skills the youngsters are learning in school.

In short, it is not a program in which work consists of leaf raking. It must consist of something that is relevant to motivate and help the youngster in the classroom, so that each one reinforces the other.

The plan also must include some effort to attract dropouts back to school, and provide for utilizing and coordinating the available resources, including community-based organizations. Thereafter, the plan is submitted to the LEA. The LEA then chooses which plans are the most promising, and at the same time reach the most disadvantaged schools within the LEA. The plans are then funded.

Senator **Pell**. How will they make that decision? Will they divide the money, or have minimum grants?

Secretary **Hufstedler**. No, they have to concentrate those funds so that you can really do the job on the targeted schools. The superintendent, with advice and technical assistance from the SEA, and from the Department of Education, if they choose to seek it, must determine how the schools rank order in terms of how poor they are, together with how good the plans are, and choose which of them show the greatest promise of success.

In most districts, by the way, about half of the eligible schools will be funded, and, of course, there are going to be areas in which some plans are so particularly outstanding that they will be, in the vernacular, shoo-ins. There are others in which the choice is going to be pretty hard to make.

Senator **Pell**. Thinking of that vocational fund, the 85 percent, and the problems of the big cities, whereas we said earlier they only have 7 percent of the vocational schools, would you not be in the position where you are putting money into a community and they would not have the base on which to build it?

In other words, you are going to the foundation. There already is legislation on the books to provide renovation of school facilities and training. Should we not refocus on that to be sure that there are adequate facilities available before pumping the money in?

Secretary **Hufstedler**. I think there are two responses to that. There is not, by the way, a perfect answer, but there are two important sets of the issue that I think are significant.

One, we are funding whole States, and within those States there are going to be vocational educational institutions that are directly relevant to the very problems we are trying to reach. That is true in some rural counties, and also in urban areas in some of the States.

Therefore, those funds can very efficiently be used in the areas when the very best vocational resources exist. At the same time, the existence of this set-aside for vocational eduction may very well encourage the development of vocational education resources in the inner city areas to which you addressed your attention, where they do not now exist. It does serve as an incentive. In any event, in no instance would there be a requirement that vocational educational components be used if, in the very school we are trying to reach, the assessment of that school was that there was not an adequate vocational educational structure available to it.

Dr. Smith would like to add to that.

Dr. **Smith**. We made a provision that the delivery of vocational educational services can be provided by other than just the local school system. That is the—in the use of these 25 percent of the funds, if occupational training is best carried out in a local community college, or perhaps on an actual worksite, then the school would subcontract, would work with that other provider, to put those kids into the best kind of vocational classes.

There is one other element of vocational component, and that is when the school develops an occupational skills plan for the use of these 25 percent of the funds, it seems very important to us to have that school gather practically a guarantee from the private industry in the area, that if a student successfully graduates from that occupational skills training, that there will be jobs available, and so we want to bring into the picture the private industry councils in title VII of CETA, or other comparable bodies, which will alert the private industry community to the possibility that these young students will be working through occupational skills training programs, and will be ready for jobs.

Senator PELL. I want to be sure that I heard you correctly. You did not say there was a guarantee of jobs for kids when they finish this?

Dr. SMITH. No, I did not say there would be a guarantee. One cannot guarantee those kids things in the future. But one can ask the private industry councils to give a good projection of what kinds of opening will be available, and then you can target your resources into the areas that you expect there to be openings at the local level.

Senator PELL. We had similar programs, it seems to me, almost a decade ago, that did not work too well, and CETA presently is exactly the same thing, is it not?

Dr. SMITH. I think one thing we seem to have learned from a variety of different programs, including the decentralization programs, and the modern city programs, is when we do have a firm commitment from private industry in working with young people of this sort, that the odds of them getting jobs are much greater.

Senator PELL. I guess one of my main reservations is that I think a program like this can raise the expectations a great deal, and has a very nice veneer to it, but the same effort and money put into it if put into an already established program, which is through its growing pains, or where the same objectives exist, would perhaps, to my mind, be more helpful to the unemployed.

Secretary HUFSTEDLER. Senator Pell, unfortunately the numbers of success models we have are not built on the design of the existing programs. They are built on the design of this act.

What we are doing is saying OK, let us fund these successful programs in a much more effective and broader way. You simply cannot take the title I approach in the sense of spreading funds entirely across the whole population and receive the kind of results which we know we have to have.

Senator Pell, this program is not going to save every single student. It is not going to work to save every single school that is eligible as a target, because we are not starting with the most successful. We are starting with young people who are the most adrift.

But, Senator Pell, we are going to save a very, very large number of them. And that is worth it.

Senator PELL. I pray you are correct. Getting into some more specifics here, could you provide for the record a State-by-State basis for allocations under both basic and supplemental grants, or do you have that with you?

Secretary HUFSTEDLER. We have the information, and we shall supply it promptly after the hearing, for the record.

Senator PELL. Fine, so that each of us knows how our State fares under it.

Secretary HUFSTEDLER. Yes.

Senator Pell, your State does very well.

[The following was received for the record:]

SIMULATION OF EDUCATION YOUTH ALLOCATION FOR FY 1981
NATIONAL ALLOCATION = $850 MILLION **

STATE SUMMARY

(DOLLAR FIGURES GIVEN IN $1000)

STATE	TOTAL DOLLARS	FUNDS FOR STATE ADMINISTRATION	FUNDS FOR MIGRANT DELIQUENT AND NEGLECTED	STATE DISCRETIONARY FUNDS	LOCAL FORMULA FUNDS *
ALABAMA	23,502	353	82	2,192	20,876
ALASKA	2,611	39	7	171	2,393
ARIZONA	9.357	140	536	819	7.862
ARKANSAS	13,330	200	383	1,245	11,501
CALIFORNIA	94,179	1,413	4,302	7,090	81,374
COLORADO	4,449	67	241	767	3.374
CONNECTICUT	7,822	117	183	774	6,748
DELAWARE	2,725	41	76	215	2,393
DISTRICT OF COLUMBIA	7,002	105	20	468	6,409
FLORIDA	26,988	405	1,581	2,601	22,402
GEORGIA	22,164	332	212	2,366	19,254
HAWAII	3,476	52	2	328	3,093
IDAHO	2,888	43	257	195	2,393
ILLINOIS	38,202	573	282	3.579	33,849
INDIANA	5,059	76	141	1,096	3,746
IOWA	3,271	49	39	790	2,393
KANSAS	3,195	48	121	633	2,393
KENTUCKY	17,189	258	374	1,690	14,867
LOUISIANA	28,150	422	316	2,488	24,923
MAINE	2,970	45	227	306	2,393
MARYLAND	12,383	186	78	1,437	10,682
MASSACHUSETTS	17,574	264	407	1,574	15,329
MICHIGAN	33,406	501	536	3,505	28,864
MINNESOTA	5,228	78	168	1,216	3,765
MISSISSIPPI	27,284	409	281	2,096	24,498
MISSOURI	12,253	184	158	1,496	10,415
MONTANA	2,764	41	51	278	2,393
NEBRASKA	2,966	44	51	477	2,393
NEVADA	2,576	39	42	102	2,393
NEW HAMPSHIRE	2,568	39	8	129	2,393
NEW JERSEY	19,987	300	307	2,149	17,232
NEW MEXICO	6,877	103	228	688	5,858
NEW YORK	105,321	1,580	493	8,092	95,156
NORTH CAROLINA	21,944	329	514	2,528	18,573

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* IN THE LOCAL FORMULA, EACH STATE IS GUARANTEED A MINIMUM GRANT OF 1/3 OF 1% OF THE NATIONAL AMOUNT. WHEN THE AMOUNT WHICH A STATE WOULD NORMALLY RECEIVE UNDER THE LOCAL FORMULA IS LESS THAN THIS MINIMUM, THE ALLOCATION OF TI ADDITIONAL GRANT IS SUBJECT TO STATE DISCRETION.
COUNTY ALLOCATIONS LESS THAN THE $25,000 MINIMUM GRANT ARE ALSO SUBJECT TO STATE DISCRETION.

** THIS EXCLUDES $50 MILLION OF PLANNING FUNDS AVAILABLE OCTOBER 1, 1980

SIMULATION OF EDUCATION YOUTH ALLOCATION FOR FY 1981
NATIONAL ALLOCATION = $850 MILLION **

STATE SUMMARY

(DOLLAR FIGURES GIVEN IN $1000)

STATE	TOTAL DOLLARS	FUNDS FOR STATE ADMINISTRATION	FUNDS FOR MIGRANT DELIQUENT AND NEGLECTED	STATE DISCRETIONARY FUNDS	LOCAL FORMULA FUNDS *
NORTH DAKOTA	2,727	41	53	239	2,393
OHIO	19,167	288	266	2,536	16,077
OKLAHOMA	7,944	119	195	994	6,635
OREGON	3,664	55	472	744	2,393
PENNSYLVANIA	32,398	486	272	3,789	27,852
PUERTO RICO	30,862	463	195	3,098	27,106
RHODE ISLAND	2,722	41	5	284	2,393
SOUTH CAROLINA	16,566	248	72	1,665	14,581
SOUTH DAKOTA	2,719	41	7	278	2,393
TENNESSEE	18,905	284	92	1,982	16,547
TEXAS	60,997	915	5,164	5,214	49,704
UTAH	2,743	41	36	273	2,393
VERMONT	2,599	39	26	141	2,393
VIRGINIA	13,502	203	84	1,931	11,286
WASHINGTON	6,969	105	731	941	5,193
WEST VIRGINIA	6,990	105	25	883	5,976
WISCONSIN	7,283	109	157	1,365	5,651
WYOMING	2,583	39	38	113	2,393
TOTAL	833,000	12,495	28,513	82,051	717,942

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** THIS EXCLUDES $50 MILLION OF PLANNING FUNDS AVAILABLE OCTOBER 1, 1980

Senator Pell. I realize that, thank you.

I made—many of us have made a major effort to cut down on the paperwork in Federal education programs. I am not sure that you are requiring annual reports on what is really a 3-year grant program. Do you not think it is excessive, and would it not be less burdensome to require a 3-year report for a school's application to be submitted prior to the school's grant?

Secretary Hufstedler. Senator Pell, I realize that we do add a little burden of paper. I think that when we begin to see what kinds of reports we are getting with respect to how each of these schools is meeting the benchmarks that they set for themselves, we may very well decide that we want to modify it so that there would not be that much paperwork in the future. But when we are beginning a program that we want to look at closely, I am afraid there is not any particularly good way to avoid having a little bit more paper to begin with.

We are certainly going to look at it closely, and I can say, for myself, that my mind is set in concrete on exactly how many pages of reports have to be filed.

Senator Pell. My hunch would be that it would be less, and maybe that could be changed, obviously in legislation. That is really all the questions that I have.

I think that I and my colleagues may have more questions to submit for the record. I would, before turning back to the chairman of the full committee, say that I like the objective, I realize my State fares well under it, as may other older States and States with poorer populations, but I am just concerned that it can raise expectations and snuff out other programs that are attempting to do very much the same thing.

But as the hearings go on, we will see, and I completely employ the objective that you have, and wish you the best of success.

I have also had brought to my attention that we should have on the record what the linkages of education to training, more specifically, how would a school which has received a grant under this program link up with the training programs under title I of this bill?

Secretary Hufstedler. I shall be glad to answer that question at length for the record.

[The following was received for the record:]

Linkage Between Employment and Education in the Youth Act

In preparing the Youth Initiative, we have attempted to build strong linkages between the education programs and the employment training provided participants. In the important school planning process, each school site council will include representatives from the local prime sponsor, from local private employers and organized labor. The plan developed for the school will have to specify how the work experience and cooperative education programs have been developed in collaboration with the prime sponsor and the private sector. Each student will have a basic skills and employment record that contains elements approved by the prime sponsor and the PIC (a requirement that exists in both Titles I & II). One factor to be used in the selection of school plans for funding is the extent to which the school involved various elements of the employment sector in the development of the plan. Any high school may provide specific occupational skill training only if there is documented local need for such training. Any school plan that calls for the placement of students in activities that would be jointly funded by the prime sponsor must be approved in writing by the prime sponsor. And finally, students who attend schools funded under Title II are eligible for services provided under Title I of the proposed bill.

Senator **Pell**. Thank you.

Senator Williams?

Senator **Williams**. I wonder if we could look at the formula distribution for a minute, Madam Secretary. What are the elements, again of the formula selection? What amounts will be allocated to the States.

Secretary **Hufstedler**. I think that while I can answer this, I think that Doctor Smith can answer it more briefly than I can, and I also believe in saving paper.

Dr. **Smith**. Senator, the States will receive formulas for three different groups, or three different populations. The first, and the smallest, are the special populations, migrant and neglected, and delinquent children within the States, and those funds will be distributed on the basis of the number of migrants and neglected delinquent children within that State.

Second, the States will receive 10 percent of the State program funds for their discretionary purposes to target to counties and to local agents.

Senator **Williams**. I know. I wanted you to get to the formula that provides the total amount to the States, and how do you arrive at the amount that goes to each of the States?

Dr. **Smith**. Right, there are three components to it.

Senator **Williams**. You are building up?

Dr. **Smith**. I am building up, right.

The first component was migrant neglected and delinquent. The second component is the State discretion part, that is distributed on the number of poor children within the State, that is, across the State.

Secretary **Hufstedler**. Excuse me for interrupting. I think Senator Williams is concerned how in the first instance we determine how much money goes to each State, as a State, and that is done on the basis of 1970 census figures, counting poor youngsters on either one of two methodologies, although both of them use Orshansky.

One, we count the number of youngsters in each county in the State who, where the number of youngsters over and above the poverty line exceed 20 percent of the schoolage population in the State. With respect to that formulation we count every youngster in the county over the 20 percent. Second, if there are more than 5,000 youngsters below the poverty line in the county—and that 5,000 children exceeds 5 percent of the total school-age population in the counties—in that instance we count two-thirds of the youngsters over and above that line.

The whole purpose of that rather elaborate arrangement, as I tried to say, is not to leave out rather thinly populated rural counties, while at the same time requiring the State to absorb some of the youngsters in that poverty population, in reaching a distribution of the total funds.

That is the reason why we have two different means of concentrating, and there is a fancier formula that you should not trouble yourself about, in terms of how you count Puerto Rico, because it has very peculiar problems.

On the basis of those counts, we then determine, on a proportional basis, how much be provided each one of these counties. And we also know how many dollars go to every State, by adding up the funding available to qualifying counties.

Is that what you wanted to know?

Senator **WILLIAMS**. Yes, I am not sure I understand it exactly, but that is what I wanted to know.

The basic figure then, is the number in poverty?

Secretary **HUFSTEDLER**. That is right. We count poverty youngsters.

We will submit for the record a very brief statement of how that counting occurs, so that it is very clear. I have not been able to paint it in words quite as vividly as I think a couple of paragraphs of prose will reveal to you.

[The following was received for the record:]

OVERVIEW OF EDUCATION YOUTH FORMULA

The method for calculating allocations under the education portion of the Youth Act is as follows:

- From the national allocation (exclusive of the planning grants) subtract 1% for specific Federal purposes and 1% for BIA and territory schools.

- 1.5% of the amount that remains is distributed for State administration.

- The remaining funds are distributed for the following State and locally operated programs: 2.5% for migrant and institutionalized neglected and delinquent youth; 10% for State discretionary programs; and 87.5% to be distributed by the basic formula to localities.

Under the basic formula, an eligible county contains:

- 20% low income children ages 5-17. Low income children in excess of 20% are counted under the formula; or

- 5,000 low income children ages 5-17, provided that at least 5% of the children in the county are low income. Two-thirds of the low income children in excess of 5,000 are counted under the formula.

In addition:

- The count of children in eligible counties is adjusted by a payment multiplier to reflect differences in educational costs. This multiplier is the State average per pupil expenditure within limits of 80% and 120% of the national average per pupil expenditure.

- The local formula amount to Puerto Rico is equal to its share of total low income children in the United States (exclusive of the outlying territories), adjusted by a payment multiplier.

- Low income children are children from families below the Orshansky poverty line in the 1970 Census or from families that receive AFDC payments in excess of the current poverty line.

- o Each State is entitled to a minimum grant of one-third of one percent of the total local formula amount. The funds to bring a State's allocation up to the minimum amount are added to that State's discretionary allocation. In addition, grants of less than $25,000 to any county are also added to that State's discretionary funds.

The State discretionary grants are distributed on the basis of each State's share of total low income children, adjusted by the payment rate multiplier, as defined above. Counted children, for purposes of the formula, are all low income children in the State. The definition of low income children is the same as in the local formula.

Senator **WILLIAMS**. Now, we have labored with this in formula, formalizing our distribution over the years, and the poverty counts are based upon income levels and national census statistics, right? That is a national figure?

Secretary **HUFSTEDLER**. Yes; we have also got some corrective devices in it, Senator.

Senator **WILLIAMS**. That is what I want to get to. Because we have found that the poverty calculations, based upon national estimates, are just not realistic in terms of the regional variations. The cost of living, and other factors contribute to the accuracy of poverty determination.

Secretary **HUFSTEDLER**. We have another question which takes into account families who are receiving welfare aid.

Senator **WILLIAMS**. A.F.D.C.

Secretary **HUFSTEDLER**. That is another device. What we are trying to do, of course, is to find the means of locating the poorest children. It is quite true those children in some areas may be a lot poorer than the statistics that we are using. But what we are doing is identifying youngsters.

Senator **WILLIAMS**. Why did you not utilize the factor we have used recently in other legislation, the Bureau of Labor Statistics lower living standards?

Secretary **HUFSTEDLER**. These numbers are not in the counts. The junior high school youth are not in the counts, at all. They have never been in the labor market. Many of the most impoverished youngsters come from counties whose parents have been on welfare the whole time, for example.

Senator **WILLIAMS**. This committee used the BLS lower living standard in the Home Energy Assistance Act. This approach is fundamentally different than a national poverty standard. It examines the income required for adequate living on a regional basis, recognizing that cost of living varies greatly among regions.

Secretary **HUFSTEDLER** I will be glad to try to find those figures for you.

But the important point is, Senator Williams, that what we are doing is trying to count the most impoverished youngsters. The fact is we know we cannot reach the universe of impoverished youngsters.

We are trying to figure out a formula in which to target those kids, and whatever formula is used, you are still going to find that there will be a very, very high correlation between poverty and unemployment. Let me give an example.

Suppose—and I am just picking figures out of the air—suppose we decide that what we wanted to do was to locate the children of all families whose incomes were below $10,000 a year, pegged to a standard of living index?

We would end up, after we got all through, counting almost exactly the same children using that figure that I just made up, and the kind of index we are using here. Since we are not trying to supply income to poverty persons, but we are trying to locate the human beings we most wish to serve, any one of the poverty indices may do just about as well as any other one.

You use the Orshansky formula, that gives you more youngsters in the county. If you want to submit a question for the record in writing, we will be glad to respond in more detail, in writing.

Senator WILLIAMS. This formula will have to receive a lot more study, since it really is not the best way to do it.

Secretary HUFSTEDLER. I think maybe we can get down to the hard figures that way.

Senator PELL. Why is the formula based in children 5 to 17, when the program itself is for youngsters from 14 to 21?

Secretary HUFSTEDLER. I believe the question can be answered by Dr. Smith, and I will request him to answer it for you.

Dr. SMITH. It is a simple answer of availability. We have the runs on the 5 to 17 through our title I data bank. We do not have those data on children 12 to 17. Since we are concentrating on high poverty areas, the data from the small sampling that we have done, from a series of small surveys, tends to indicate that the differences would be minute at the most.

Senator PELL. Thank you.

Senator WILLIAMS. I wonder now, if I could review again the method of selecting the recipient schools.

Eligibility in the first instance is determined on a statistical base?

Secretary HUFSTEDLER. That is right.

Senator WILLIAMS. And when qualified statistically, then schools are selected on the basis of the quality and content of their applications?

Secretary HUFSTEDLER. It is both. That is to say within each LEA, I will make up the figure again, suppose in a particular LEA you have, out of 20 schools, 10 schools that are eligible, we anticipate that of those 10, there will be 10 applications submitted for planning grants. Of those, there will be enough money to fund half, or five.

Your question is how does the superintendent determine which schools of the qualified schools are going to get the money out of the 10. What I am explaining is that the principal looks at two primary criteria.

One——

Senator WILLIAMS. Could we just pause there for a minute?

Secretary HUFSTEDLER. I am sorry, the superintendent, I misspoke.

Senator WILLIAMS. Within the LEA?

Secretary HUFSTEDLER. Yes.

Senator WILLIAMS. What is the nature of the guidelines which will be used by the superintendent? What will be their source? Are they from the Department, from the State education agencies? What will be his basis for selection?

Secretary HUFSTEDLER. The basis of selection is the kind of complementary information that the superintendent obtains. Not only internally from the plan in which the school councils have participated, but from the advisers at the LEA level, who are going to help analyze those plans.

Now, that takes people who have a good grip on what the private sector looks like, what the CETA program looks like in that whole area.

We think that with the help and cooperation of the school site councils, and the advisory committee at the LEA level, there will be a worthwhile pool of information, so you look at the quality of the plan. It is a quality component. That is partially subjective.

You also look at the schools which have the highest concentration of youngsters who need to be served. That is an objective measure.

Senator WILLIAMS. The next question, what follows that selection? Is there an evaluation of that selection process at the local level, up the ladder to the State, up the ladder to the Department of Education?

Secretary HUFSTEDLER. Such a process is not specifically built into the legislation. It is possible that we may wish to consider some guidelines to suggest, for example, that somebody could make an appeal to a higher level.

Senator WILLIAMS. So that absolute authority resides at the local level, in the superintendent?

Secretary HUFSTEDLER. Well, it is, in a sense.

Senator WILLIAMS. Is that stated in the legislation?

Secretary HUFSTEDLER. But the reality is, even if there are some mistakes in judgment, overall we are still reaching the right population. Second, there are, after all, significant community pressures on the superintendent not to do anything which appears conspicuously inappropriate.

Dr. SMITH. Under the General Provisions Act, which this bill references, the State will conduct the monitoring enforcement strategy, or effort. The LEA's are expected to keep records of the plan that they have gathered from the schools, and the process they have gone through to make a determination.

The State is expected to visit, on a regular basis, various projects within the LEA's, so that there is, without sending the paper forward, for a judgment by the SEA, there is still a mechanism by which the local education agency will be held accountable for the kinds of process it carries out when it makes a determination about the quality of the plans.

Senator WILLIAMS. Now, we have had a lot of programs that have worked in this whole area. A lot of experience, a lot of research.

How will the flow of knowledge to the Department of Education, a great gathering place for experience, models, be used in helping communities start up with new programs? How will the schools be helped to use programs which will be new to them?

Secretary HUFSTEDLER. We have a number of models, the details of which we will supply to you in writing, Senator Williams, that we know have worked, based on experiences that have been successful.

Second, we shall, of course, as part of the obligation and commitments of the Department of Education, work with business leaders across the country, to get their ideas and their suggestions for technical assistance. We also want to encourage, within the private sector, contributions of funds and energy and to encourage a cooperative environment within communities that are qualifying for those funds.

In short, we are going to to do a significant amount of work to build the infrastructure, which in turn will supply, on a voluntary basis, help to the local schools who need it.

Senator WILLIAMS. Just two further observations, and I would like to submit additional questions, Mr. Chairman, for written response, if I could.

Senator PELL. Without objection.

[The following was received for the record:]

Q: What kinds of programs might schools start under this new initiative?

A: We know that a variety of programs exist and have been successful with secondary school students. In education programs funded under The Youth Act, a school would develop a program for its students which might incorporate some of the following elements:

- Teaching Basic Skills in the Content Areas. This approach typically involves the whole school. Subject matter teachers learn how to teach basic skills while teaching subjects like mathematics, sciences, and vocational education.

  A program entitled Reading Power in the Content Areas originally developed in the Oakland Schools in Pontiac, Michigan has since been adopted by 80 school systems.

- Tutorial Programs to Improve Basic Skills. A program in which a student is first tutored and then becomes a tutor of other students.

- Reading and Math Laboratories. A program in which the problems of low achieving students are diagnosed and an individual program worked out to meet the needs of each student.

  Reading or math laboratories are in use in hundreds of school systems at the secondary school level.

- Alternative Schools or Schools-Within-A-School. A program that typically offers an educational alternative to secondary school students who are not responding to a regular school program. Students generally are grouped into "families" and work under the close supervision of a teacher coordinator. Often students participate in work experience assignments in addition to basic skills and other academic courses.

  School systems around the country offer alternative schools or schools-within-a-school programs but generally to a limited number of students.

- In the last several years, a number of highly successful work-study programs have also developed at the secondary school level:

  - Cooperative education. A program in which work assignments are an integral part of the secondary school curriculum.

    Cooperative education programs are available in many school systems.

- Experience Based Career Education. A program in which on-site learning and non-paid work experience is available to students in a number of short-term assignments. These experiences provide students an opportunity to test their interests and abilities against the demands and opportunities in a particular field of work. Academic subjects are linked to work assignments.

  Experience based career education programs exist in over 50 school systems.

- Work Experience of Graduated Responsibility. A program in which students take on work assignments of increasing responsibility. Often the students begin in work assignments at the school and progress to casual or temporary placements (usually paid) and finally to more formal part-time employment arranged for by the school, the State employment service, a CETA placement, or a placement found by the students.

- Guidance and Counseling Including Job Information. A program element in which school-based counselors provide information to students.

Senator WILLIAMS. I wonder if you have given consideration to two community resources, the community schools, where we have a maximum of citizen participation within the community, dealing with a broad range of community thought, action, activity, and community colleges, which I think could be a great reservoir of information and knowledge and ability to organize and bring things together in cooperation with a program that is public school oriented?

Secretary HUFSTEDLER. Certainly. Would you like a more expanded answer to that question in writing, Senator Williams?

Senator WILLIAMS. That would be fine.

This has been an excellent and thoughtful discussion.

We have tried to encourage these two activities, community schools, and community colleges, which are blossoming, blooming all over the country, with very little help from the Federal establishment, I might say.

The community schools have done pretty well without us, too.

I have been exhilarated by the whole discussion, Madam Secretary.

[The following was received for the record:]

Community Schools

The experience of community schools, particularly experience under the community education sections of Title VIII of the Elementary and Secondary Education Act, will help guide local schools and their communities in making use of the resources provided under the Youth Act.

- support for parent education under sections 207(e)(9) and 808(a)(5) of Community Education, and the involvement of community groups in an advisory capacity under 808(a)(7), will strengthen the school site councils established under section 207(f) of the Youth Act. (H.R. 6711 as introduced March 5, 1980 and S. 2385)

- support for specialized high schools or schools within schools under sections 807(e)(11), 808(a)(6) and 810(a) of Community Education should assist educational agencies to draw upon the resources of community based organizations as intended under the Youth Act.
- services for dropouts under Community Education section 807(6) will complement approaches under 207(e)(9) of the Youth Act that are designed to attract back to school those youths who left before graduation.
- services to reduce suspensions and expulsions under section 807(5) will complement activities to reduce dropout rates under 207(e)(i) of the Youth Act.

- health and dental care provided under section 807(3) will bear on the supportive services noted in section 207(e)(11) of the Youth Act. (H.R. 6711 as introduced on March 5, 1980 and S. 2385 introduced on the same day).

The community colleges have demonstrated that they can attract and retain youth who have dropped out of high school but who are willing to work towards a secondary level credential in another setting. Many, after establishing themselves in a community college, stay on, full-time or part-time, for education and training that leads to more responsible, better paying jobs.

Program Models that will help communities in starting of programs under the Act.

Although there may be no single example of a school or school system which, in combination with CETA youth programs, exhibits all of the program eelements called for under the Youth Act, there are several Baltimore is an example -- that demonstrate the successful adoption of most of these program elements and dozens of schools that have not only successfully adopted one or more of these elements but also stand ready to help others adopt them.

At least four states, some under grants from the National Institute of Education, have published how-to-do-it handbooks for adopting these program designs; guides for the formation of school site planning councils, for training these members, for selecting program elements that meet particular school needs for training teachers and program administrators, for assessment and reporting of progress.

- Career Education Program that Works, Office of Career Education U.S. Department of Education.
- Case Studies of Vocational Education - CETA Coordination: A State of the Art Report, (111 program descriptions)
- The National Diffusion Network has published descriptions of several dozen program elements that have been proven to be effective in secondary schools and for which help in adaptation by local communities is available. Brief discussions of 15 exemplary programs and program elements are attached along with five lists of successful programs. A more comprehensive compilation of successful designs will be available in the next few weeks and this will be followed by an expanded compilation that will include greater numbers of examples of successful vocational education programs and designs for collaboration between CETA and the schools. Among the compilations of at least partially validated exemplary programs are:
- Twenty-one Effective Basic Skills Programs Per Urban Schools, grades 7-12.
- Adolescent Programs That Work: A national survey of successful educational programs for adolescent students, both prepared by the New Jersey State Department of Education.
- Educational Programs That Work, 5th Ed., prepared for the U.S. Office of Education by Far West Laboratories.
- Math Programs That Work, A national Survey, 3rd Ed. and Reading Programs That Work, A National Survey, 3rd Ed., prepared by Capla Associates under a grant from the New Jersey State Department of Education.

Secretary **HUFSTEDLER**. Thank you.

Senator **WILLIAMS**. High hopes, hard work.

Secretary **HUFSTEDLER**. Yes, sir.

Senator **PELL**. Thank you very much, and may I congratulate you on the mastery of the subject matter. I know all the other business that you are carrying on at this time, and I really commend you on the way you understand this highly complicated program.

I only hope that we can understand it half as good. You say there is no argument as to the objectives at all, the question is the funding, and how we achieve those objectives.

Good luck, and this concludes this hearing of the subcommittee. The record will stay open for any further questions by any member of the subcommittee, or committee.

Secretary **HUFSTEDLER**. Thank you, Senator.

[Whereupon, at 11:50 a.m., the subcommittee adjourned, subject to the call of the Chair.]

THE YOUTH ACT OF 1980

TUESDAY, JUNE 17, 1980

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:34 a.m., in room 4232, Dirksen Senate Office Building, Senator Claiborne Pell [chairman of the subcommittee] presiding.

Present: Senators Pell, Stafford, Schweiker, and Williams.

Senator Pell. This hearing of the Subcommittee on Education, Arts and Humanities will come to order.

This is our second in a series of 3 days of hearings on S. 2385, the Youth Act of 1980. At our first hearing, the witness was Secretary of Education Shirley Hufstedler. During these 2 days, we will hear from a series of witnesses representing various education associations, organized labor, community-based organizations, private industry, and volunteer groups.

As was true with our initial hearing, these 2 days will focus upon the youth education and training portion of the bill, which is title II. Title I, the labor portion, is being considered by the Senate Subcommittee on Employment, Poverty, and Migratory Labor.

At the outset of these final 2 days of hearings, I wish to make my own position with respect to this legislation as clear as possible. I am an original cosponsor of S. 2385, and am deeply concerned about the problem that it addresses. To my mind, the fact that 50 percent of our unemployed are young people between the ages of 16 and 21 constitutes the single most dangerous and erosive reality facing our society today.

Lack of adequate training for a job in the workplace and the absence of a responsible attitude toward work are among the deficiencies which employer after employer cite as the reasons for a young person's failure in a job situation. They are concerns that must be addressed if we are to deal effectively with the problem of youth unemployment that so seriously plagues us.

The concept behind this legislation is sound. We all agree on the problem. There is general agreement with the legislation's thrust and focus. It makes economic sense.

But I also have a major reservation, and one which I have held from the day it was introduced. I am concerned that this program, important as it is, not be financed at the expense of critically important and successful education programs already in effect. These include, for example, proposed cuts in vocational education; in title I of the ESEA, which is directly focused on the same problem, although for younger children, and title I could just as easily, by administrative action, not by legislative action, be used for older youngsters and could be used for the same purposes as this act we are considering. There have also been proposed reductions in impact aid and in the BEOG program which helps low and middle-income students finance a postsecondary education, and in CETA. Many of these programs are designed to serve young Americans faced with the same kind of disadvantages as those who would be the focus of S. 2385.

I see what we are doing here is taking money away from one set of programs, putting it into a program with similar objectives, giving it a new name, and then, at the end of a couple of years, hopefully this new program will have taken off. If, perchance, there is another administration in office, I think you would find this program wiped out as well as the reductions in other programs, and we would be worse off than if there were no new legislation.

I am hopeful that many of the witnesses who appear before the subcommittee in the next 2 days will address this situation directly. We need your counsel on the balance which should be struck between this initiative and the preservation of existing education programs. We also need your input with respect to the details of this legislation, and want your frank assessment of its strengths and weaknesses.

In this regard, I have questioned officials in the administration on several occasions over the feasibility of using the delivery systems already established in existing educational programs. Secretary Hufstedler has responded to my expressed concern in this area, and I am inserting her response in the official record at this time.

[The following was received for the record:]

THE SECRETARY OF EDUCATION
WASHINGTON, D.C. 20202

JUN 5 1980

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The Honorable Claiborne Pell
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

On April 30, the Committee on Labor and Human Resources held confirmation hearings on the nominations of Steven A. Minter to be Under Secretary of the Department of Education, and Albert H. Bowker, Thomas Minter, and James Rutherford to be Assistant Secretaries.

At that hearing you raised a number of questions about S. 2385, the Youth Act of 1980, and suggested that the goals of Title II of the Youth Act could be attained under existing authorities, including Title I of the Elementary and Secondary Education Act and the Vocational Education Act.

This is a reasonable idea and one that the Administration considered during the development of the Youth Act. This letter explains why we decided that new legislation would be preferable to amending existing authorities.

When we considered the education goals we wish to attain under the Youth Act, we decided that attaining them through amendments to existing programs ran the risk of seriously dislocating ongoing efforts which are effectively meeting their current goals.

Consider the goals incorporated into the education title of the Youth Act:

- tightly targeting funds upon the urban and rural school districts with the highest concentrations of low-income students;
- restricting the use of funds to the secondary grades;
- promoting efforts to make school-wide improvements in the teaching and learning of basic skills, as well as employability and job-seeking skills;
- fostering increased cooperation between and among local education agencies, secondary schools, prime sponsors and employers in order to improve the ability of schools to meet the needs of both students and employers;
- specific incorporation of vocational education programs and services.

Although the concentration provisions of Title I are similar to the targeting goal described above, the Title I program as it has matured does not address these other issues. For example:

- the vast majority of Title I services are directed at elementary school students and not the secondary school youth the Administration's proposal tries to reach;
- while Title I does provide basic skills, it does not support employability and job-seeking skills which are greatly needed at the secondary level;
- rather than promoting school-wide efforts, Title I focuses only upon selected students;
- the Youth Act places responsibility for school selection in the hands of the local educational agency as opposed to the quite specific criteria for school selection required under Title I;
- the current Title I program makes no provision for the involvement of the business community, the vocational education system, or local prime sponsors -- all integral elements of the Youth Act.

In view of these quite substantial differences we concluded that the purposes of the Youth Act could not easily be served by amending Title I. Indeed, we concluded that since the 89th Congress enacted Title I, the passage of time and much effort by Federal, state, and local officials have helped Title I mature into a program which is delivering needed and effective services at the elementary school level. We believe it would be disruptive and perhaps a tragic error to add a series of provisions designed to restructure Title I programs at the secondary school level in order to achieve the goals of the Youth Act. The 95th Congress in a serious and careful two-year review of the program did not propose to alter the program's purposes. That judgment should be respected.

In addition, the 1978 amendments to Title I are less than two years old. I want to urge the Committee to give state and local educators the time they need to implement those amendments properly before making major new changes in the program.

With respect to vocational education, we plan to build upon the strengths of vocational education programs by providing that 25 percent of the basic and supplemental Youth Act grant funds be allocated through the vocational education system. Nevertheless, major changes in the Vocational Education Act would be required if we expected it alone to attain the education goals of the Youth Act. For example:

- present vocational education funds are directed by formula to the state and not the county level;

- the Congressional Budget Office estimates that only 25% of all vocational education high school students come from families with incomes below $10,000;
- the program emphasizes vocational training and not education in the basic skills;
- unlike the Youth Act, the vocational education program makes no provision for school-wide improvement efforts, nor for the considerable responsibility of the local education agency provided under the Youth Act.

Finally, with respect to vocational education, I suggest that it would be premature to amend this legislation absent the kind of careful review of the program which characterized the 95th Congress' revision of Title I. I hope this review will include an examination of the several studies of vocational education which will be available such as the evaluation now underway at the National Institute of Education.

Because you agreed with Steven Minter at the April 30 hearing on the severity of the youth unemployment problem, and because you sponsored S. 2385, I know that I do not have to convince you of the importance of this legislation. But I do want to stress the compelling need for new initiatives at the secondary school level if we are to improve quality and equality in education in this society.

There have been a series of national reports documenting the problems of our secondary schools, especially those serving poor and disadvantaged youth, and yet there has to date been little Federal response. The most recent of these reports, the Carnegie Council's Giving Youth a Better Chance, calls for high school improvements, including a significant increase in the number of options available to students and more emphasis on basic skills. The Youth Act education program can help provide the funds secondary schools need in order to respond to recommendations such as these.

There is little doubt that these funds are needed: the Federal government now spends only $231 per year on each low income high school student compared to $3046 for each low income student in college. Clearly we can do better, and clearly we must do better for our secondary school students.

To conclude, Mr. Chairman, my staff and I are prepared to discuss modifications that will better attain the education goals of the Youth Act. But I believe it unwise to tamper with existing legislative authorities. I hope also that you share my optimism that the Youth Act can improve secondary education and youth employability in the same manner that Title I has improved elementary schooling.

Those of us involved in the development of the Youth Act are pleased that you have continued your record of leadership in support of education by co-sponsoring S. 2385 and by scheduling further hearings on it on June 17 and 18. We hope that your subcommittee will be able expeditiously to report Title II of the bill following these hearings.

I hope that you and the members of the subcommittee will not hesitate to let me know if I can provide you with additional information.

Sincerely,

Shirley M. Hufstedler

Senator **Pell**. I would now call on our ranking minority Member, the Senator from Vermont, if he has an opening statement.

Senator **Stafford**. Mr. Chairman, thank you. I have no opening statement. I am prepared to listen to our witnesses who are here with us today.

Senator **Pell**. I thank you very much, indeed. We have a very full bill of fare, and I would ask the witnesses, who will be reminded by some lights that they should limit themselves to 5 minutes. In 4 minutes, the yellow light will go on; in 5 minutes, the red light, and I think, if it is properly worked out, a bell will go off simultaneously.

Senator **Stafford**. Have we got a hook up here anywhere, Mr. Chairman?

Senator **Pell**. No hook on this. [Laughter.]

It is a great pleasure to welcome at this time Mr. Shanker, the president of the AFT and a man with whom I have always enjoyed dealing.

Mr. Shanker?

STATEMENT OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO, NEW YORK, N.Y., ACCOMPANIED BY GREGORY HUMPHREY, WASHINGTON REPRESENTATIVE, AMERICAN FEDERATION OF TEACHERS, AFL-CIO.

Mr. **Shanker**. Thank you very much, Mr. Chairman and members of the committee.

I would like to say that, on the issue of this bill, almost all of the groups on the national education scene have been meeting frequently and have a position on this that I think you will find is one in which we agree on the major points.

First, we think that the problem is an important one and needs to be addressed. As you have pointed out in your introductory remarks, we certainly believe that the schools not only constitute an important means of delivery but also provide the best and the most tried and tested means of delivery. We believe that for educational programs such as title I, most of the money that has gone, into its development has gone into elementary education; a much smaller part into high school education. Alice Rivlin and others have pointed out the tremendous disparity between the amount of money that we spend in our secondary schools and later on in higher education on those students who go on to postsecondary education as against those who do not. So there is an equity question.

We have watched with dismay over the years the development of what we consider to be a federally funded alternative series of school systems both in this area and in adult education, where the Federal Government has essentially set up institutions other than the public schools, and I might say, pretty much on the assumption that because test scores are going down and we have problems with truancy and other problems in the public schools, that, therefore, the public schools are not good, and we ought to try some other way to provide these various educational services.

Now, I would submit to you that the reason for this comparison in which the public schools do not look very good is that we require of the public schools information and a kind of accountability that we do not require of these other institutions that the Federal Government funds through different pieces of legislation.

So, in the time allotted, and I am afraid that after the bell rings someone will come to get me, I will leave this testimony with you I just want to essentially underline one general point and then specifically give some illustrations of it.

It is our view that this legislation continues to impose a double standard by which the public schools of this country are treated in one way, as a kind of inferior institution that is suspect and that must be subjected to greater scrutiny and a different set of standards than community-based organizations or other institutions that deliver the same services.

I have at the back of my testimony several pages that compare the kind of reporting, enforcement, data collection, on the one hand, required on the education side, and, on the other, on the labor side. And I think that if you look at that carefully, you will find that there is a lot more reporting that is required on the education side. I would say that if you are going to have a double standard, it ought to be the other way. You ought to take public schools that already have such requirements at the State level and exempt them, and you ought to take some new organizations that are being formed and that have never delivered these services and require the reporting and accountability from them. Actually, I would prefer that both groups be treated in exactly the same way.

I have a similar problem with the need for the school site councils. Gallup polls have shown over and over again that they are not popular with the public. There is no proof that these councils are representative in any way, and, again, it reflects a distrust of local elected officials, school board members who are elected. Why go through an election in which the people decide and then decide that you are going to set up some other body? In this proposed legislation, these school site councils have the right to veto any proposal, which I think is outrageous—to take the local elected government and subject them to the veto power of a group that is not elected and not necessarily representative.

So I just want to conclude by saying that we favor the legislation; we favor giving the public schools the major share; and we are very much opposed to the double standard and the treatment of the public schools as a suspect institution that requires greater regulation than other institutions.

Senator **Pell**. Thank you very much. I notice that you are accompanied by Greg Humphrey, who represents you well down here and has good relations with the committee, and we are very complimented, too, that you as president wanted to present your views.

On balance, you are for this legislation. Would you say you are for it enthusiastically or are you for it somewhat languidly?

Mr. **Shanker**. I am for it enthusiastically, because I see this as a problem which exists not just in our country, but it exists in every one of the developed countries of the world; the OECD countries all have a youth employment problem that is a growing problem. And I see this as an expanding educational frontier. The problem is not going to go away. Somebody is going to do this; somebody is going to reach out, and I believe that the earlier that you reach out, the better, and that you can do more for these youngsters by giving them more of a regular education than you can by paying McDonald's to put them in a dead end job for awhile.

Senator **Pell**. We both completely agree on the objectives and the need. But, pressing you on this point, do you not think that if the will to do it is there, it could be done within the present legislative structures that we have—title I—adding to the money going to that program and having it focused more on the older kids who are there?

In addition to that, as you know, the only difference here is that, in this bill, whole schools will be benefited, or areas or sites of learning, whereas under title I it is the individuals.

But, in general, do you not think this could be done by an increase in title I and a change of focus?

Mr. **Shanker**. Well, I am sure it could be, but that is a political question. The fact is, title I has been so underfunded in terms of its target population that it is unrealistic to believe that if we came here and said, "OK let us forget about doing it this way let us fund it the other way," that there is going to be enough of an increase in funding in title I to provide for this, or, indeed, that if you do it that way, that local school districts will send that money to the secondary schools for this purpose rather than beefing up the funding in elementary schools, where there is a still great amount of underfunding.

I think, politically, because youth employment is an issue, there will be separate funding for youth employment, and the major part of the program will be educational, and the only question is, who is going to deliver that education? Is it going to be the institution in our society that has the responsibility for doing that? Or is the Congress and the Federal Government going to set up another institution to do that?

Realistically, I do not believe that if we all say, "Let us beef up education funding," that there is not going to be a special program for youth employment. There will be, and, therefore, we really believe we ought to have practically all the action in this. But given the history of it, we are willing to settle for a major share.

Senator **Pell**. That is very generous.

Actually, I agree with your points, but what I am trying to drive at here is that there is no legal reason or no actual reason why it could not be done under title I now, without a single piece of legislation being passed except for the appropriation. Would that not be a correct statement?

Mr. **Shanker**. There is no legal reason, no. I think it is political as to whether it is more likely to happen that way or this way.

Senator **Pell**. Exactly.

And, then, we face this problem that I mentioned in my statement—I am curious as to your reaction—that if we have a Reagan administration, the likelihood of this 50 million moving up to the billion is not very solid and we will have lost what we already have. Would that not be correct?

Mr. **Shanker**. Well, we are going to be there to fight for holding onto all these programs and expanding them. I do not think it is possible to predict. I do not think that enacting this legislation is necessarily taking away from the other. I do not think, for instance, that anybody would be willing to sign a guarantee that if we say goodby to this legislation, that it is all of a sudden going to mean that the money that is involved here is going to go to beef up other educational programs so that they can be used the same way. I think each one of them has to be fought on the basis of its own merits.

Senator **Pell**. I think you are probably right in drawing it out this way, and my own intention is to support this legislation, and I think it is more likely that we will attain the objectives this way than in any other way because the administration is behind this approach.

Mr. **Shanker**. Yes.

Senator **Pell**. Senator Stafford?

Senator **Stafford**. Mr. Chairman, I have no questions at this point. I appreciate Mr. Shanker's testimony.

Senator **Pell**. Thank you very much, Mr. Shanker, for being with us and taking the time to come here.

Mr. **Shanker**. Thank you.

[The prepared statement of Mr. Shanker follows:]

TESTIMONY OF
ALBERT SHANKER, PRESIDENT
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE THE U.S. SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND THE HUMANITIES REGARDING THE PROPOSED LEGISLATION FOR YOUTH EDUCATION AND TRAINING

June 17, 1980

I am Albert Shanker, President of the American Federation of Teachers, AFL-CIO, an organization of approximately 600,000 teachers, paraprofessionals and other professionals all of whom are directly concerned with the inability of our nation's youth to find meaningful work. The legislative proposals embodied in the specifications for the Youth Act of 1980 attempt to address an extremely complicated set of problems on which numerous well-intentioned people have widely diverging views. It is my view that the new direction charted by the Administration correctly attempts to re-emphasize education and the public school system as a major resource in helping unemployed and unemployable young people. I believe that choice makes sense. My remarks will also spell out in some detail what I believe to be the shortcomings of the proposed legislation. I will concentrate on Title II, the Youth Education and Training section of the bill, our views on Title I have already been presented to the Subcommittee on Poverty and Migratory Labor. I will make reference to Title I when there are major policy questions that involve both.

It is well-known that today large proportions of our young people are faced with unemployment. This is particularly true for urban disadvantaged youth, especially minorities. In 1978 the unemployment rate among 16-19 year olds was 26% in Chicago, 34% in Detroit; 25.6% in Philadelphia; and, 25.5% in New York City. In the last quarter of 1979 teenage unemployment in New York City was 34.1%, up nearly 99% from the previous year.

We also know that the causes of this grim picture are multiple. Our economy is in a major recession with an epidemic of high unemployment rates, and when adult unemployment is high, youth employment is always disproportionately higher. The Administration's plan to slow inflation through higher interest rates and more unemployment will add to this problem. Some of today's high youth employment is caused by the fact that there are simply more youth, the sons and daughters of the post-war baby boom generation, who are faced with a labor market in which entry level jobs are shrinking due to our changing economy. These causes are relevant and policies must be designed to address them. But, the most immediate task before us is to insure that whatever the economic situation; whatever the relationship between demographics and labor market characteristics, all youth possess the education and the skills that will enable them to compete for a job.

Despite what some may tell you, education is, and will continue to be a crucial factor in the ability of a young person to secure employment. Consider the following items:

- For men and women of all ages high school dropouts are two to three times as likely to be unemployed as high school graduates;
- Employability and income are enhanced by every year of additional schooling, according to recent studies (Christopher Jencks, *Who Gets Ahead*);

- The tighter the job market, the more employers tend to screen job applicants in terms of a high school diploma;
- Recent studies show that basic skills are the first priority of most employers in selecting applicants.

But, it is not enough to look only at crude facts that demonstrate the importance of education to employment. It is also essential to look at these facts in terms of projected trends and in terms of characteristics of the youth population we are trying to help.

We know, for example, that the Bureau of Labor Statistics predicts that the demand for white collar workers who need skills will rise faster than the demand for unskilled workers. We also know that the American labor force is remarkably mobile and that the ability to change jobs successfully is enhanced by higher education skills. One study finds 36% of the adult working population either in work transition or anticipating one.

The question of how low-income, low-skilled uneducated youth will fare given this picture is easily answered--not very well. Three out of four low-income youth are below average in basic skills achievement. It is clear that even in the best of economic times, education is what they need more than anything else.

It is also entirely appropriate for the federal government to give this group special attention. In fact, it is the non-college bound youth who have been most neglected by the federal government. Alice Rivlin, Director of the Congressional Budget Office, informs us that about half the federal funds that go to help 14-to-22 year olds reaches the fifth of that age group who go to college. She says that "the average federal expenditure on youth enrolled in post-secondary institutions is about twice as much per capita as that spent on youth enrolled in high school." We also know that about 80% of our Title I dollars gets spent in elementary schools, leaving junior high and high schools without special federal support.

I am in general agreement with the new emphasis of the Youth Education and Training title of the Youth Act of 1980 for the reasons already stated and I hope this Subcommittee will report this bill as soon as possible. I believe emphasis on basic skills and employability skills for junior high and high school students is correct. I endorse its targeting of resources to those school districts with the highest concentrations of disadvantaged, poor youth. The program's emphasis on the school as an integrated unit is consistent with what practical experience tells us and what research concludes. I welcome the bill's recognition of the importance of counseling and individualization. I also recognize that for some high school youth work experience acts as a motivator, sustaining their commitment to school when, without it, they might drop out. The bill's support for these types of activities is also to be commended.

Yet, despite all these pluses, the bill contains serious flaws to which I would like to draw this Subcommittee's attention. Explaining my objections necessitates some brief discussion of what the federal role has been with regard to education and my views on some destructive contradictions which I believe this bill will promote.

Historically, federal education funds have been granted to groups with special needs. This perspective was fundamental to the creation of the Elementary and Secondary Education Act and other programs that have followed it. In each case, it has been entirely appropriate for the federal government to define specific priorities which its funds would serve. Money was granted on a take-it-or-leave-it basis. For the most part, it has been taken and often the states have picked up on these priorities, as well. In the case of compensatory education, nearly half of our states now fund programs modeled after Title I. Before ESEA only one state had such a program.

A combination of federal legislation and court decisions have more recently begun to transform the federal government's role from that of initiator or catalyst into that of overseeing compliance with mandates. This is most clearly evident in the case of the Education for All Handicapped Children Act. It is also apparent in recent interpretations of the Civil Rights Act that involve withholding of federal education funds.

Within the last five years we have witnessed an additional twist in federal legislation which not only confuses the picture but is making of our federal education policies, a curious set of Catch-22 contradictions. The last few years have seen a tightening of requirements that school programs observe federal mandates at the same time as the Executive and Congress have proposed inadequate funding to comply with these mandates. When school success becomes problematic, one has been to pass new legislation that channels funds to institutions outside the public school system. Rather than successfully met, the federal government has encouraged the creation of non-public, non-accountable institutions which reap a windfall from the supposed shortcomings of the public schools. Shortcomings for which the previous federal policies are partly responsible.

I believe that this charge can be fairly applied in the case of the existing Youth Employment and Demonstration Projects Act (YEDPA) and the Adult Education Act, both of which specifically encourage that some entity other than the public school system deliver educational services.

One store front remedial education operation that I am familiar with exemplifies some of these contradictions. The classes are segregated, and the building would not pass local building codes, much less meet the needs of handicapped youngsters. The young people receiving remedial education there must conform to a monthly point system. Youngsters get negative points if they fail to do their homework, come to school late, are disruptive or disobey various rules. Anyone who gets eight points in a month must leave the school. The drop-out or "push out" rate is 50%. Any public school that engaged in such practices would be in violation of the Civil Rights Act, the Rehabilitation Act, the Education for All Handicapped Children Act, and various Supreme Court decisions dealing with students' rights. This store-front school is funded by YEDPA.

I have disgressed in this discussion for a reason. I am concerned that we design new legislation carefully. And, while the education legislation before you clearly does not involve mandates of the type referred to above, its design for public schools could be made much more effective. This Committee should pass a bill with reasonable program criteria consistent with the traditional federal-state local relationship rather than the unduly burdensome criteria contained in the Administration's bill.

Under this legislation, private non-sectarian schools can move in and pick up the slack, using the very same funds that would have gone to the public schools. The House version H.R. 6711 has eliminated this proposal. And I believe that this action reflects a realistic appraisal of the government's ability to require accountability from private schools. State and localities have no real leverage on the practices in private schools. Nor should they be expected to administer programs in them. The best solution is to drop this feature of the bill.

The burdens and risks in the administrative, governance and record keeping requirements of this bill, are very great. I do not believe that some of the requirements have merit. And, if I am right, not only has the federal government have over-extended itself (a concern I have already warned about in the debate over legislation creating the Department of Education, which authored many of these provisions), but, it has made bad judgements that will have serious consequences. I would like to discuss this concern in terms of a number of these specifics:

Local School Site Councils: Education and Work Councils

Councils are to federal education legislation as pie and motherhood are to family life in America. While involvement may have its value, it is worth asking how real is the involvement and how representative are those involved? Even more important, the structures created in federal legislation should not undermine the authority of local school boards. I believe that the local school-site council provided for in this legislation does that, and I strongly urge you to delete it from the legislation. The House bill has made progress in redesigning this section of the bill. You may wish to examine the House version.

Some believe that this type of structure is desired by parents and increases their involvement. There is no evidence that school-site councils are a good idea or that they are in wide demand. In fact, what evidence we have,--which is sketchy--leads to negative conclusions. The council proposed in this bill has the right to approve or disapprove a school plan! This is to say make curriculum and policy determinations. Gallup polls of the public taken between 1969 and 1978 indicate that the overwhelming majority of the public opposes giving duly constituted decision-making authority to ad hoc citizen committees. From 70 - 75% want this authority to remain with local school boards, depending on what the particular issue is. AFT members in California, where school-site councils have advisory status, tells us that the councils have not accomplished much due to the low level of involvement and the narrow base of their members. A recent study done at Stanford University concludes that teachers, at least, feel their time is much better spent in classrooms than in council activity.

I think it is worth it for committee members to ask themselves just why this structure merits federal backing? Administration officials have admitted to us that no particular constituency pressed for these councils. Somebody in the bureaucracy just thought they would be a good idea. In my view they will undermine effective management programs and place added time burdens on principals and teachers with results that are, at best, marginal. I urge you to eliminate them.

It might be worth it for this Subcommittee to sponsor an inquiry sometime into exactly what happens to all these councils and how many of our precious federal dollars, which could be spent on programs already adequately monitored by state and local education agencies, are being used to support them. In the meantime, if councils must be included in this legislation they should be at the district, not the school site level, and they should be strictly advisory.

Accountability, Enforcement and Data Collection

The federal government has every right to know how its dollars are being spent and to require the collection of data that will help it make judgements. It has a responsibility to do so. One of our criticisms of programs run under YEDPA up until now has been that they have not had to collect data that is comparable across programs. Without this it is impossible to make comparisons and value judgements. Decentralized decision-making is one thing, but failure to insist on the collection of similar data makes it impossible for us to evaluate the merits of what all the decision-making has created.

It is interesting to me that the education proposal before you and the employment and training proposals that will be part of the same legislation are totally inequitable when it comes to monitoring enforcement and the degree of program specificity demanded at the federal level (see attached chart). The drafters of this bill have clearly operated on the assumption that the public school system needs more watching than anybody else. This is an assumption to which I strongly object. One of the reasons public school critics are able to point out every shortcoming that comes along is precisely because public education is so carefully monitored. It is only fair that federal dollars going to others be tracked with equal vigor.

While I respect federal concerns for accountability, I also believe there are some aspects of this legislation which clearly go too far. It is not necessary, for example, that the federal government tell states that during the first year of a program they should look at absentee rates and the second and third years at drop-out rates and achievement gains. The Department of Education does not possess all wisdom on precisely when certain indexes become relavant to judgements of success. Nor do I see why the enforcement provisions of the General Education Provisions Act relating to the suspension or withholding of payments to an LEA should be applied more stringently to programs funded under this legislation than those funded by any other. Discretion in the suspension of payments should be allowed here, as it is elsewhere. Secretary Hufstedler has said that mandatory withholding funds does not produce results. We agree.

The charge put to local education agencies to specifically conduct a school competition for funds to specifically judge each school plan in terms of federally determined criteria is, in my view, carrying federal oversight too far. Records will be kept on absenteeism drop outs, and achievement in basic skills and employability skills, these tell us much about the purposes of the program and the standards by which success will be judged. It is simply ridiculous to put the federal government in the postiion of possibly cutting off federal funds for failure to meet school plan criteria like the following:

> * Judgement of the quality of the school's efforts to determine the nature of the needs of its students and the relationship of the needs of the students to the characteristics of the school's plan.
>
> * Judgement of the degree to which the school's proposed program uses all available resources, including other federal and state funds to achieve its objectives...

What this useless verbiage does is set up a situation where the Department of Education, through State Education Agencies, can make monitoring and enforcement decisions based on some unspecific process by which local districts make decisions. While it is entirely appropriate to insist on general goals, as reflected by the items on which data will be collected, this legislation goes beyond that in specifying precisely how those goals should be arrived at.Such an intrusion is entirely inappropriate.

The procedure for school-by-school competition for funds is also a bad idea. I believe that most eligible schools will submit good plans. This means that an open competition will simply force LEA's and their superintendents to move to criteria other than merit in selecting schools, thus ultimately turning the process into a demoralizing exercise for teachers and principals. A superintendent ought to be able to insure quality for disqualifying a highly ranked school that submits a poor plan, and perhaps he should have some discretionary dollars with which to reward an exceptional school of low rank, but the system ought to be as objective as possible and the best way to do that is to award school grants through primary reliance on ranking by poverty. The House bill does this and you may wish to examine their language on this subject.

Private Schools

This legislation makes a marked departure from federal precedent in aid for private schools. It allows that services be "provided through direct grants from the LEA to nonsectarian private schools." Further, it allows that if a state of LEA simply has a "policy" of not funding such schools the Secretary of Education may bypass the state to do so. There is absolutely no need for these provisions. Parochial school students are adequately provided for here under the same services-to students types of provisions as exist in other federal education legislation such as Title I of ESEA. The federal government has no business providing direct grants to storefront operations to provide educational services. That such grants will lead to creation of "non-sectarian" schools that did not previously exist is assured by the language which exempts these enterprises from comparability and non-supplanting requirements. Such a provision will assure that these federal funds make up part of the operating costs of such schools. We strongly oppose this provision. The House bill eliminated this language and we urge you to do so as well.

While these are my main concerns, there are a number of other potential problems with the legislation that the Subcommittee should consider carefully. I will simply enumerate them briefly here, but would be willing to amplify on any of them:

* The option allowing LEA's to determine schools eligible for funding which have over 75% of their student body below the 25th percentile in basic skills achievement is problematic. The Congress has rejected this approach with Title I at the district level because using achievement cut-offs creates a negative incentive that encourages schools to maintain low scores in order to maintain eligibility.

* It is unnecessary, and it unfairly raises expectation, to award twice as many planning grants as final grants. The flawed open competition mechanism is what encourages this. Because forward funding should enable advance determination of the number of schools to get grants, and reliance on objective ranking by poverty is preferable, by using these two indicators it should be possible to award a number of planning grants that more closely approximates the number of final grants.

* The provision under which districts can use the CETA Youth Opportunities Council as its Education and Work Council creates a confused situation in terms of representation. The Education-Work Council model ought to be consistent for all districts.

* Supplement non-supplant and comparability requirements should definitely apply only to the school level. While there should be guarantees of no reduction in existing amounts of state and local aid in individual schools, no attempt should be made to enforce these requirements with regard to individual pupils.

* While schools and LEA's can be required to develop basic skills and employability records, in consultation with prime sponsors and Private Industry Councils, these entities should not have veto power over this aspect of school programs.

* While PIC's and LEA's should consult on which occupational skill areas should be emphasized in vocational education programs, such agreement should not be mandated. Education policy decisions are the responsibility of duly constituted school boards. The program must not short circuit that policy.

* The relationship between the targeted basic skills program monies and funds available under the Youth Employment and Training title's Education Cooperation Incentive Grants is not clear.

There are also some important issues on which the proposals are lacking. While the single-school approach may be a good one, by confining itself exclusively to that approach the legislation makes it very difficult for districts to set up special supplementary services that may involve a district-wide approach. There are no guarantees, for example, that school staffs will be adequately prepared to take on new responsibilities and get needed inservice support once planning money is used up. There is no likelihood that districts can build up district-wide counseling and placement operations to take advantage of the higher level contacts and clout that exists at the district level. And, if an alternative school were called for, how would it be set up when districts have no resources to use? It is unlikely that schools themselves will, or can, take such necessary initiatives. Nor is there provision for any comprehensive outreach possibilities that will attract drop outs back to school.

Finally, while the bill has its flaws, its general thrust presents us with real opportunities. The federal government has successfully taken the lead in answering the special needs of many groups in education. It is time to invest in our problem students of junior and high school age. These school years are, after all, the most difficult for many. They are also the years when failure is most difficult to bear and at the same time most telling in terms of future success. Why wait until students drop out before we reach them? By reaching them earlier, we can save money later on.

This bill is a modest investment that will begin the effort to eliminate unemployment as a way of life for many of our young people. This bill deserves you support.

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ACCOUNTABILITY, AND ENFORCEMENT
AND
DATA COLLECTION

TITLE I--YOUTH EDUCATION & TRAINING

Federal Level

1) Criteria for individual school plans outlined in federal legislation

2) provisions in GEPA modified to remove discretion in the withholding of funds, i.e.: fund withholding becomes mandatory

State Level

1) State submits set of assurances to Secretary on intent to comply with the law.

2) State submits plan to Secretary of Education specifying provisions for monitoring and enforcement. These are legislatively designated to include:
    a) specific numbers of site visits;
    b) elements considered in monitoring;
    c) provisions used in complying with enforcement provisions of GEPA in withholding or suspending funds;
    d) division of responsibility between SEA and state vocational education agency, where applicable;
    e) review and approval by governor.

3) SEA review (monitoring and enforcement) of LEA efforts with school programs.

TITLE II--YOUTH EMPLOYMENT & TRAININ

Federal Level

1) Secretary of Labor will establish prime sponsor performance standards based on job placement, job retention, return to school, program management suitable to the purposes of various programs. These standards will be revised annually depending on changing performance and knowledge.

2) Secretary of Labor may award incentive grants for special purpose objectives. Renewal of funding is conditional on "acceptable performance" and "attainment of agreed upon goals."

State Level

1) In instances where the state acts as a prime sponsor, the provisions listed below under prime sponsor are applicable.

4) SEA data collection from LEA's on:
   a) absenteeism rates;
   b) dropout rates;
   c) achievement benchmarks specific timing suggested for when each type of data should be collected.

5) SEA corrective action required

6) State submits summary analysis of data to Secretary of Education.

Local Level

1) LEA must judge school plans according to federally designed criteria and performance standards relating to basic skills achievement, dropout rates, success in eliminating discrimination barriers to employment and the relationship of the school to private sector and prime sponsor. Specifics legislatively designated with regard to:
   a) renewal of school funding;
   b) the use of short-term or long-term goals;
   c) insistence that a school reconsider its instructional program.

2) LEA must ensure school plans have major and sustaining effect on achievement, retention, and employment opportunities.

3) LEA must ensure compliance on
   a) school selection
   b) indentification of most needy students and provision of extra services to them including record-keeping of same;

Prime Sponsor Level

1) Programs must be "well-designed" and "well supervised" focusing on basic and occupational skills.

2) Provisions must:
   a) establish locally developed benchmarks on progress and competencies;
   b) establish performance standards on "in-puts" such as supervision;
   c) assure a sequence of services in progression;
   d) compile individual achievement records.

c) maintenance of fiscal effort;
d) guarantee of school-level comparability on basic services;
e) guarantee of non-supplanting of special federal, state and local program funds;
f) that racial and linguistic composition of schools selected is reflective of district's needy student population.

4) Ensuring coordination with prime sponsors and private industry.

Senator **Pell**. Our next witnesses are a panel.

I would announce that Senator Javits will not be able to be present because he is managing the foreign aid bill on the floor.

Our next panel is the Youth Advocacy Coalition Panel: Mr. Elton Jolly, executive director of the OIC; Manuel Bustelo, national director of the National Puerto Rican Forum; Larry Brown, 70001 Limited in Newark, Del.; Mary DeGonia, policy analyst, National Youth Work Alliance; and Maudine Cooper, acting vice president, Urban League, Washington, D.C.

I see we are being joined by Senator Schweiker. Do you have an opening statement?

Senator **Schweiker**. I want to particularly welcome Elton Jolly of the OIC group, who has worked very diligently and creatively with Dr. Sullivan. I am very proud of his work and also the work of the panel represented today, the National Youth Advocacy Coalition. I am very pleased to welcome all, particularly Mr. Jolly.

Thank you very much, Mr. Chairman.

Senator **Pell**. Thank you very much.

First on the list is Mr. Jolly, I see. Maybe you would care to start out. I would urge all the witnesses, bearing in mind the full platter we have, to keep an eye on the lights, if they would.

STATEMENT OF ELTON JOLLY, NATIONAL EXECUTIVE DIRECTOR, OIC OF AMERICA, PHILADELPHIA, PA., AND CHAIRMAN, NATIONAL YOUTH ADVOCACY COALITION; MANUEL BUSTÉLO, NATIONAL DIRECTOR, NATIONAL PUERTO RICAN FORUM, NEW YORK, N.Y.; LARRY BROWN, PRESIDENT, 70001 LIMITED, THE YOUTH EMPLOYMENT CO., NEWARK, DEL.; AND MARY DeGONIA, POLICY ANALYST, NATIONAL YOUTH WORK ALLIANCE, WASHINGTON, D.C.; ACCOMPANIED BY KENNETH NOCHIMSON, A PANEL

Mr. **Jolly**. Thank you, Mr. Chairman, and certainly to my Senator, the distinguished Senator from Pennsylvania, Senator Schweiker, and to all of this distinguished panel.

My name is Elton Jolly, and I am the chairman of the National Youth Advocacy Coalition, as well as the national executive director of the OIC's of America. And I have here with me my colleagues, the leaders of the respective programs: Mr. Bustelo and Mr. Brown and Ms. DeGonia and Mr. Nochimson. We come here today representing a new constituency, one which encompasses the broadest spectrum of youth serving organizations in the Nation. The attached list of our members that you will see on the third page of my testimony will give you an idea of our varied interests and the size of our coalition. The coalition was borne out of concern to improve and expand education and employment opportunities for those youth most in need and to offer all young people an opportunity to perform real work.

The past few weeks have been traumatic for all people, but particularly for the poor and powerless. In the South, and particularly Miami, we experienced a major riot. A distinguished black leader and my colleague, Vernon Jordan, whose organization is a coalition member, was gunned down in the Midwest. In the Far West, an avowed Klu Klux Klan leader was nominated to Congress. And in Washington last week, the Bureau of Labor Statistics confirmed that unemployment, especially among the poor and young, has reached skyrocketing proportions and will soar higher as the recession deepens. Is it any wonder that there are signs of growing unrest? The potential for explosions in our communities is very real, and the cost will be very high.

The question we must answer when we examine this youth employment and education bill is, do we pay now or do we pay later. The cost of the services provided in these bills may seem high, but they are miniscule when compared to the funds expended for welfare and food stamps, unemployment benefits, property lost, and our ever-expanding prison systems. Employment and education expenditures are preventive in nature, while the others are simply reactive. We cannot afford not to pass these bills if we truly hope to balance the budget.

As a representative of 20 of the largest community-based organizations in the country, I also want to state clearly that we cannot solve the problems of youth unemployment alone. The public schools must be responsive to those youth most in need and must work with community organizations in a spirit of cooperation. We stand ready to cooperate with the education system, and we support both parts of this bill, because the first time a legislative proposal requires such coordination is now.

A great deal of progress has been made during the past three years as a result of the Youth Employment Act. Even more can be done now with the combined effort of education and employment agencies, and we urge you to allow us that opportunity.

I will now defer to Mr. Bustelo.

Senator PELL. Thank you very much. I think we will go right through the panel and then come back for questions.

Mr. Bustelo?

Mr. BUSTELO. Mr. Chairman, members of the committee, it is a pleasure to appear before you today to address a very deep problem in the Hispanic community, in the Puerto Rican community, in the minority communities in general. My testimony today stresses cooperation and coordination. We intend to work with the public school systems. We welcome the help of the private sector. We want to develop programs in conjunction with community needs.

No one single agency can effectively address this crisis. We must be willing to plan and implement programs in a coordinated fashion, or our young people will suffer and so will our Nation. We stand ready to cooperate, and ask others to do the same.

By way of introduction to the problems we are facing, let me first highlight the plight of the Puerto Rican youth in the U.S. educational system today. The Puerto Rican population is the youngest on the mainland, with a median age of only 19.4 years, compared to 29.8 years for the total U.S. population.

Young adult Puerto Ricans are only half as likely to be in school as their peers. The typical mainland Puerto Rican has completed only 8.7 years of schooling. Forty-nine percent of our people, ages 16 to 21, are not in school and are not in the labor force. Schools with heavy Puerto Rican enrollments have much lower reading averages than predominately black or white schools.

Puerto Rican youths have the least labor force participation and the highest levels of unemployment of all ethnic sectors, inside or outside of the Hispanic community. In March of 1978, only 7.1 percent of all Puerto Rican youths aged 14 to 19 had completed 4 years of high school.

In 1979, of 48,000 Puerto Rican youths 16 to 19 years old, approximately 29 percent were unemployed. In comparison, 15.7 percent of the U.S. youths were unemployed in 1979. In 1978, 12.2 percent of all Hispanic youths completed 4 years of high school, while only 7.1 percent of all Puerto Rican youths completed 4 years of high school. The figures for Hispanic youths who were not in school and were not high school graduates were 57.1 percent.

As of 1970, fully 80 percent of all Puerto Ricans aged 25 and over had dropped out of high school. This contrasts with only 47 percent of all persons aged 25 and over not finishing high school in New York City. Put an 80 percent dropout rate for Puerto Ricans in New York City up against a national high school graduation rate of only 7.1 percent for Puerto Ricans and you begin to see the realities of the picture.

Let me give you some brief figures on the general conditions of Puerto Ricans in the United States. In March of 1978, the Bureau of Census reported that there were 1,748,000 Puerto Ricans living on the U.S. mainland. The median income of these families was $8,282, which is 47 percent lower than the national income of $17,640. Only 50.7 percent of the Puerto Rican population was in the labor force in 1979.

In that same year, there were fewer Puerto Ricans employed, 458,000, than in 1978, when we had 470,000 employed. Puerto Ricans held proportionately more low-income occupational jobs than U.S. or Hispanic workers. Of the Puerto Ricans in the workforce, 22 percent are operatives and 22 percent are service workers.

Let me enunciate four key points that should form the basis of the legislation you are considering, and which are extremely important for the very desperate constituency which I represent.

Cooperative linkages with the public school systems should be expanded in order to insure comprehensive programing. Community-based organizations should have full participation in the planning, allocation, delivery and monitoring of services to youth. Youth training and employment resources should be targeted to those most in need. The legislation should require programs to collect, analyze and disseminate data on the specific cultural needs of ethnic youth and on the methodologies that best serve them.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Mr. Bustelo.

Mr. Brown?

Mr. BROWN. Mr. Chairman and members of the subcommittee, I am Larry Brown, president of 70001 Limited. I appreciate the opportunity to appear before you and present 70001's views on S. 2385.

I would like to focus my comments on the needs of high school dropouts. As background, 70001 Limited is a nonprofit corporation whose mission is to bring unsubsidized, private sector employment and educational advancement to disadvantaged youth.

Our programs primarily serve high school dropouts between the ages of 16 and 22. We currently operate 56 programs in 24 States. 70001 does not offer training allowances nor subsidies either to participating youth or to employers.

The frightening trend in this country regarding the number of youth dropping out of school and the dearth of employment opportunities available to them continues. According to a report recently issued by the Vice President's Task Force on Youth Unemployment, only 8 percent of all potential jobs were available to American youth with low educational levels. Yet, 26 percent of the youth between the ages of 18 and 24 were without a high school diploma.

It has been 70001's experience in working with private companies in job placement that educational and employability skills are becoming the sole determining factors for employment. The day when one could enter the American workforce with a diploma from the "college of hard knocks" has perhaps passed us by. The number of openings for entry-level positions which either do not require a skill or educational competency has been declining dramatically from 34 percent to 8 percent since 1950.

Although a high school dropout's chance for being unemployed is about 20 to 25 percent, their ability to advance once they have a job is less than 10 percent. By age 25, a male high school dropout will be earning approximately $2,500 a year less than his high school graduate counterpart. This gap is even greater if the youths are female, members of minority groups, or poor.

It has been both frustrating and shocking to find the limited number of reliable statistics on the magnitude of the present high school dropout rate and its characteristics. Schools, understandably, are reluctant to record the problem with complete accuracy. The national rate for early leavers is estimated to be approximately 20 to 25 percent, with large urban areas approaching a rate of 35 to 50 percent.

Although there has been a tremendous amount of controversy regarding the accuracy of these high dropout rates, the fact is that a large number of youth, particularly urban and minority youth, are dropping out of school each year.

The reasons for dropping out are as varied and diverse as the youth, the schools, and the communities in which they live. However, 70001's experience has shown that in most cases, youth desired an identifiable link between their work experiences and their learning. Because schools place little emphasis on making this connection, you will hear many youth state that they left school with the unrealistic hope of making money.

Today, this committee is considering S. 2385, the Youth Act of 1980. I recognize that in a time of high general unemployment, it is indeed difficult to focus attention and funds on the youth subgroup. I am convinced, however, that a concentrated national initiative to help youth gain positive, first job experience will be instrumental in lowering the eventual adult unemployment of those youth.

If this country is going to continue to expand economically, we must train our youth to form the foundation of the workforce. Most importantly, the nature of that training must go beyond training for specific skills, beyond preparation for general entry into the labor market, and beyond mere experience in public service employment.

The youth we prepare for work must be youth who make a contribution to productivity, not a mere contribution to time on the job. For that reason, training for youth must address the formation of realistic expectations about the needs of employers; it must form a strong basis for positive attitude about work, and it must create the motivation to succeed. We can ill afford to have minority and youth unemployment continue at its present rate, nor can we address the problem with the form but not the substance of a program.

For these reasons, the Youth Act of 1980 represents the most important initiative ever launched to aid unemployed youth. Without it, young people will begin premature enrollment on the rolls of the adult unemployed.

I urge this committee to amend title II of S. 2385 to include, as part of the requirements for the school plan, the provision of direct services to high school dropouts, either through alternative educational programs operated by CBOs or by the schools.

As the bill now reads, schools must only attempt to attract youth back into schools who have left prior to graduation. There is an unfortunate irony in asking schools to merely try to re-enroll youth when many of the youth often made very rational decisions to leave and the schools were only too happy to have them go.

The bill requires schools to develop short and long-term goals for reducing the student dropout rate. But title II of the legislation is unconscionably bereft of any requirement that high school dropouts be provided with direct services, alternative educational programs, or employment training. I am fearful that a great number of needy youth will not benefit from title II of the bill.

I and my colleagues on the National Youth Advocacy Coalition have joined together to marshal our collective strength to address this very serious problem. We ask you to join with us. Thank you.

[The prepared statement of Mr. Brown follows:]

TESTIMONY OF:

Larry Brown, President
70001 Ltd.
The Youth Employment Company
University Office Plaza
Chopin Bldg-Suite 201
Newark, Delaware 19711

Mr. Chairman and Members of the Subcommittee, I am Larry Brown, President of 70001 Ltd. I appreciate the opportunity to appear before you to present 70001's views on the Youth Act of 1980.

I would like to focus my comments on the needs of high-school dropouts. As background, 70001 Ltd. is a non-profit corporation whose mission is to bring unsubsidized private sector employment and educational advancement to disadvantaged youth. Our programs primarily serve high-school dropouts between the ages of 16 and 22. We currently operate 56 programs in 24 states, which provide pre-employment training, educational instruction, basic skills, job placement, retention services, and motivational activities to the youth. 70001 does not offer training allowances, or subsidies to either the participating youth or employers. In addition to these programs, 70001 operates a Pre-Employment Training Center in Detroit. The Center annually provides 1500 high-school seniors and recent graduates with a successful experience making the transition from school to the world of work, primarily in the industrial environment.

THE PROBLEM

The frightening trend in this country regarding the number of youth dropping out of school and the dearth of employment opportunities available to them, continues. According to a report recently issued by the Vice-President's Task Force on Youth Unemployment, only 8%

of all potential jobs were available to American youth with low educational levels. Yet, twenty-six percent of the youth between the ages of 18-24 were without a high-school diploma. These figures are ten (10) years old. I must make the unfortunate prediction that the 1980 census will document that the situation has become even worse, particularly among minority youth.

It has been 70001's experience in working with private companies in job placement, that educational and "employability" skills are becoming the sole determining factors for employment. The day when one could enter the American workforce with a diploma from the "College of Hard Knocks" may have passed us by. The number of openings for entry-level positions, which either do not require a skill or educational competency has been declining dramatically from 34%-6% since 1950. Since 1969, the service, retail and distribution fields have provided a stable source of entry-level employment and advancement opportunities for youth entering 70001. However, the ability of a disadvantaged high-school dropout to obtain employment in these fields is becoming increasingly more difficult as the number and qualifications of people competing for these jobs increases.

One of the fundamental beliefs of 70001 is that a "job" alone will do little to move a person beyond the poverty line. This is particularly true for the high-school dropout. Although a high-school dropout's chance for being unemployed is about 20-25%, their ability to advance once they have a job is less than 10%. By age 25, a male drop-out will be earning approximately $2,500 a year less than his high-school graduate counterpart. This gap is even greater if the youth are female, members of minority groups, or poor. These problems are usually compounding. The rates for high-school dropouts tend to be higher in poor urban areas which also have larger numbers of minorities, fewer entry-level job opportunities, and greater competition for those jobs. Therefore, the first step in helping the high-school dropout is to provide her or him with skills and assistance in obtaining employability potential and motivation.

It has been both frustrating and shocking to find the limited number of reliable statistics on the magnitude of the present high-school dropout rate and its characteristics. Schools, understandably, are reluctant to record the problem with complete accuracy. The national rate for "early leavers" is estimated to be approximately 20-25%, with large urban areas approaching a rate of 35-50%. As an example, Chancellor of the New York Schools reported recently a dropout rate of 45%. Although there has been a tremendous amount of controversy over the accuracy of these high dropout rates, the fact is that a large number of youth, particularly urban and minority youth, are dropping out of school each year. The Vice-President's Task Force reports:

> "The fact remains that two out of every ten white 19 year olds do not have a high school diploma; one out of every four black 19 year olds does not.. ....Two out of every five Hispanic 19 year olds lack a diploma."

The reasons for dropping out of school are as varied and diverse as the youth, the schools, and the communities in which they live. However, 70001's experience has shown that in most cases the youth desire an identifible link between their work experiences and their learning. Because schools place little emphasis on making this connection, you will hear many youth state that they left school with the unrealistic hope of making money.

It is essential, whether before they drop out, or after, that we help these youth form realistic expectations about work and about the needs a private employer has for his employees. It is this type of relationship between learning and earning that has fostered success within 70001 and motivated many of the youth in our program to gain jobs and improve themselves educationally.

Need for S.2385

Today this committee is considering S.2385, the Youth Act of 1980. I recognize that in a time of high general unemployment, it is indeed difficult to focus attention and funds on the youth sub-group. I am convinced, however, that a concentrated national initiative to help youth gain a positive, first job experience will be instrumental in lowering the eventual adult unemployment of these youth.

I need not tell you that the present economy of this country is on the brink of either a major revitalization or disaster. I prefer an optimistic outlook. But if the country is going to continue to expand economically, we must train our youth to form the foundation of the work force. Most importantly, the nature of the training must go beyond training for a specific skill, beyond preparation for general entry into the labor market, beyond mere experience in public service employment. The youth we prepare for work must be youth who make a contribution of productivity, as well as a mere contribution of time on the job. For that reason, training for youth must address the formation of realistic expectations about the needs of employers, it must form a strong basis for positive attitudes about work, and it must create motivation to work and succeed. We can ill-afford to have minority and youth unemployment continue at its present rate. Nor can we address the problem with the form but not the substance of a program.

For these reasons, the Youth Act of 1980, S.2385, represents the most important initiative ever launched to aid unemployed youth. Without it, few of the lessons learned from YEDPA over the last two years will be put into effect and, many thousands of young people will begin premature membership on the roles of the adult unemployed.

Last month, teenage unemployment exceeded 19% nationally, and as high as 50%, among minorities in major cities. With the recession deepening, there will be strong temptations to seek short-term, "quick fix" solutions to the employment problem. While perhaps necessary, it is not a satisfactory solution to helping youth. With all due respect, I urgently implore Congress to approach youth employment and training on the comprehensive, long-term basis proposed in Senate 2385.

Suggestions for Solutions

The amount of resources spent on education and training for economically disadvantaged youth who can get into college is seven times that spent on the disadvantaged high-school dropout. There must be greater attention, than these statistics indicate, to those youth who manifest the greatest barriers to being absorbed into the labor market of this country.

I urge this committee to amend Title II of S.2385 to include, as part of the requirements for the school plan, the provision of services to high-school dropouts, either through alternative educational programs, operated by CBO's, or by the school. As the bill now reads, schools must only attempt to attract back into school those youth who have left before graduation. There is an unfortunate irony in asking schools to merely try to re-enroll youth, when many of the youth often made very rational decisions to leave and the schools were happy to have them gone.

The bill also requires schools to develop short-and long-term goals for reducing the student dropout rate. But Title II of the legislation is unconscienably bereft of any requirement that high-school dropouts be provided with supportive services, alternative educational programs, or employment training. I am fearful that a great number of needy youth will not benefit from Title II of the bill.

With the additional requirement that services be provided to high-school dropouts, better linkages may be formed between local education agencies and the employment and training system. The cooperation between these two systems would allow greater resources to be targeted to those who have the greatest need. It has been the experience under YEDPA that the 22% set aside improved linkages between the local educational systems and the CETA system. The Youth Act of 1980 attempts to begin further development of this comprehensive approach. The addition of services to dropouts as part of the school's plan under Title II will further increase the linkage between the schools and community programs targeted to these needy youth.

Whenever possible, the involvement of community-based organizations with the local educational agencies should be required for the development and implementation of alternative education programs.

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Many of these agencies are now serving these youth where the schools are not. The bill does not adequately address the utilization of alternative education as a method of meeting the needs of the disadvantaged youth. Their needs cannot, in all instances, be met by in-school programs or traditional instruction. By offering community options to youth, the chances for success by borderline youth can only be dramatically increased.

70001 Ltd. has discovered that the high-school dropout is extremely reluctant to return to the traditional educational system. However, they do respond to alternative methods of education, particularly when there is a real link between learning and working. Many of the private sector employers with whom 70001 places youth, encourage them to continue their "studies", although they have dropped out of the traditional education system. The employers are primarily looking for employees who are willing to work, and are motivated to improve themselves and their basic skills. Thus, many employers, upon learning that a 70001 youth is enrolled in our educational program, become more willing to hire the youth.

Lastly, I would like to suggest that there should be a requirement within the bill to link together monies under both Title I and II for cooperative programs run jointly by the local educational agency and the prime sponsor. As 70001 Ltd. indicated in our comments to the Subcommittee on Employment, Poverty, and Migratory Labor, the combining of specified funds available under both Titles would provide a truly comprehensive package of programs and services. This could be accomplished by tying the State Supplemental Programs under Sub-par[illegible]le II, to the Equal Chance Supplements under Section 413 of Title I, or matching the 22% set aside in Title I, with a similar set aside under Title II. This cooperation and two-pronged approach to aiding youth of depressed areas will greatly help these youth to become productive members of the work force.

Conclusion

Youth are this country's greatest resource. They will determine the future of the economy and the government. Their motivation, attitude, and skills should be one of our highest priorities. The economic drag of chronic unemployment will eventually cost more than the attention and funds now being considered. The bill for the social costs of high-school dropouts, unemployed minorities and the poor, will eventually come due.

The training and education of these young people must be a part of any comprehensive approach to revitalization of the private sector. 70001 applauds the direction employment and training programs are beginning to take. Meeting the labor market needs of private business should be one of the goals of any program passed by Congress. It is our feeling that the private sector is the single source which will provide youth with the opportunity for meaningful success and long-term career development.

I and my colleagues on the NYAC have joined together to marshall our collective strength to address this very serious problem. We ask you to join us.

I hope I have provided you an outlook on the issues surrounding high-school dropouts. I believe community-based organizations working together with the local education system and prime sponsors, can provide some solutions for high-school dropouts. It is only through various community groups coming together, that the problems affecting disadvantaged youth, including the dropout, can be solved.

Thank you.

Senator **Pell**. Thank you very much, Mr. Brown.

Now, Ms. DeGonia.

Ms. **DeGonia**. Thank you, Mr. Chairman and members of the subcommittee. It is an honor for me to present recommendations on the Youth Act of 1980.

I come here representing the National Youth Advocacy Coalition and also my organization, National Youth Work Alliance. We represent 1,500 community-based organizations throughout the country who provide alternative services to youth—primarily high-risk youth who are offenders, drug-alcohol users, runaways, status offenders, teen parents, and unemployed youth.

The recommendations I am sharing with you today are endorsed both by our organization and the National Youth Advocacy Coalition.

The first recommendation we have is, under the education portion of the bill, we would like to see an amendment that would guarantee youth who have dropped out of school equitable services under the education provision. We think that youth dropout rates are one of the reasons and the rationale to have this bill passed. However, there are no provisions in the substitute bill that passed out of the House or in the administration's bill to adequately serve drop-outs. I think that point was highlighted by Larry Brown and Manny Bustelo.

In addition, the coalition would like to see an amendment that would insure that the total community is involved in the education bill. Right now, in the substitute bill that is passing out of the House, community-based organizations may provide alternative school services to youth, but there is no mention of supportive services, which are very, very crucial to youth.

The schools now have to deal with problems like school vandalism, drug abuse in the schools, high rates of truancy, kids with family problems. There are agencies out in the community that are already funded to deal with those kinds of kids that could be used as a resource by the schools that currently are not. It is unfortunate, but it seems like a legislative mandate is necessary to insure that that happens.

The comments that we have on the employment section of the bill will be submitted for the record.

Some recommendations that did come out and some provisions that are in the House version of the bill, we would like to see maintained. We know that many of the education groups do not support these recommendations, but we feel they are crucial to the bill.

We would like to see a maintenance of the 22 percent set-aside of the education money with a prime sponsor agreement. We feel that this is crucial. With youth employment funds, it was crucial to force primes and schools to work together by the 22 percent, and we feel that it can work, vice versa, on the schools to the prime sponsors.

Two weeks ago, I was in St. Paul and visited a school program that handles 100 percent of the prime sponsors' funds. The person who directs that program for the schools said that he has been operating for 15 years and he is scared to death of the education bill. He is afraid that the money will not go to kids who need the services and will not go to special programs, but will just be absorbed in the overall school budget. We think that this 22 percent set-aside will insure that that will not happen as much.

In addition, we would like to see strong language in the law about alternative education. Alternative education is crucial, especially for dropouts and potential dropouts, both within the school walls and outside of the school walls with community organizations.

The last point is that we would like to see the maintenance of strong school site councils with signoff power. We feel that it is crucial to have these councils so that the community can become more involved and feel some ownership in the programs that the schools are doing.

That is the end of my recommendations. Thank you.

Senator PELL. Thank you very much indeed. I think there is some more to come out of that machine.

Mr. JOLLY. Yes, Mr. Chairman. This is Ken Nochimson he will explain this process. Unfortunately, we have to apologize because we only have one machine that is working.

Senator PELL. I wanted to add how much I admire the OIC and the job you are doing in my own state of Rhode Island.

Mr. JOLLY. Well, Reverend Hodge and Mike Van Leeston send their regards to you, Mr. Chairman, and thank you for all your support.

Senator PELL. They are doing a great job. Thank you.

Mr. NOCHIMSON. Mr. Chairman, the National Youth Advocacy Coalition, within the last 2 months, has conducted what we would like to call a national social audit of youth employment programs and education programs around the country. We did this by reaching out to literally hundreds of young people in urban areas, rural areas, and small cities throughout the country, from Maine to the State of Washington, to California. We have reached more than 40 cities and involved young people from CETA districts as well as school districts throughout each state.

What we have done today, since we could not afford to bring you the young people themselves, is brought you them by way of videotape. We have three young people who are going to speak to you in a moment, one of whom comes from your city of Providence; one hails from Boston, and one from Chicago. We felt they were fairly representative of what a lot of young people are talking about regarding education and employment. So we ask you to take a look and listen to what they have to say.

Unfortunately, we only have one monitor.

Senator **Pell**. Why do you not put the mike next to the machine so that the people can hear what they say?

Mr. **Nochimson**. OK.

Senator **Williams**. May I make a short statement while the machine is being set up?

Senator **Pell**. Certainly.

Senator **Williams**. I wanted to commend you, Senator Pell, for holding these hearings.

Senator **Pell**. We are very lucky to have the chairman of the full committee with us.

Senator **Williams**. Well, I just wanted to commend you, Senator Pell, for holding these hearings on the Youth Act of 1980. I look forward to our focus upon title II, the Youth Education and Training Act. As a cosponsor of this bill, I promise to be as helpful as I can. I think the bill is a useful supplement to other actions taken by this committee to help educational agencies in addressing the immensely important and difficult problem of reducing youth unemployment.

The measure before us today is a good beginning to the solution of intractable youth unemployment, and I welcome these 2 days of hearings as a means to improve the bill. We are committed to reporting out the most effective measure possible, a measure which liks education to work in such a fashion that the youth involved will be equipped with the basic and vocational skills to assure their occupational futures.

We shall look carefully at the provisions of S. 2385 over the coming weeks. We must assure an effective distribution of funds to those communities and school systems most in need of assistance. We must assure an effective program so that young people alienated from education can be reached and prepared for the world of work. We must be certain that the funding levels of the bill will implement its purposes, and we must be assured that the school systems involved have access to technical assistance in order to put the provisions of the bill to best possible use.

Once we have built these aspects firmly into the bill, it is my hope that we can promptly report it to the Senate and that its provisions can be implemented by the Department of Education at the earliest possible time.

We have already enacted into law title VIII of the Elementary and Secondary Education Act, the Comprehensive Education and Community Schools Act of 1978. Title VIII opens schools to community use, promotes the coordination of services at the school site, and sets forth processes of local participation in assessing the needs and prescribing the services related to the school.

The measure before us today, S. 2385, is a good beginning to the solution of intractible youth unemployment and I welcome this 2 day hearing as a means to improve the bill. We are committed to reporting out the most effective measure possible, a measure which links education to work in such a fashion that the youth involved will be equipped with the basic and vocational skills to assure their occupational futures.

We shall look carefully at the provisions of S. 2385 over the coming weeks. We must assure an effective distribution of funds to those communities and school systems most in need of assistance. We must assure an effective program so that young people alienated from education can be reached and prepared for the world of work. We must be certain that the funding levels of the bill will implement its purposes. And we must be assured that the schools systems involved have access to technical assistance in order to put the provisions of the bill to best possible use.

Once we have built these aspects firmly into the bill, it is my hope that we can promptly report it to the Senate and that its provisions can be implemented by the Department of Education at the earliest possible time.

As a means to assure effective access to basic and technical skills on the part of youth alienated from "regular education," all resources of the community must be brought into play. This committee, on April 29, 1980, reported to the Senate S. 1839, the Higher Education Amendments of 1980 which contains in part C of title I the Youth Employment Demonstration Act. This measure would draw upon and enhance the development of detailed community labor market statistics and forecasts in providing technical assistance to community education work foundations which will help develop techniques for assessing the needs of youth for education and training services. The colleges and community education work foundations will develop such important tools as individual employability plans and standard benchmarks of individual progress in youth in obtaining basic, occupational and workplace skills. The resources of colleges will be used for retraining programs during periods of layoffs and recession-driven unemployment.

Youth must have effective access to basic and technical skills, and must be capable of adapting such skills in a labor market characterized by constantly changing economic conditions. We must remedy the problem of service fragmentation and find cost-effective ways to foster collaboration among the unions, employers, schools, and employment services providing employability skills.

Senator Pell, you have scheduled an impressive group of experts. I look forward to learning from their experiences and receiving their recommendations.

I regret that I missed all of the panel, and I missed Mr. Shanker too. I understand his was a hardheaded, practical approach. It sounded encouraging to me.

Senator **Pell**. Thank you very much, Senator Williams.

Senator **Williams**. Thank you.

[The following is a transcription of the comments of three speakers which were taken from a videotape presented to the subcommittee.]

First Speaker. I am here today to address myself to the problems of inadequate education in the public schools, and to urge continuation of funds to the CETA program, Project Reach, a program for high school dropouts which I participated in.

First, let me give some examples of inadequacies I have personally experienced in public high school. When I was in the 10th grade, my English teacher spent 2 days of class time teaching the spelling and the meaning of the word "hospital." Also, one of my teachers was using 5th grade reading books for 10th graders, because students did not understand books higher than the 5th grade level.

The system becomes stifled when children who do not understand a certain level are pushed into higher grades. But when a student understands, the proper level of materials of learning are not given. These students feel trapped, and eventually drop out.

In the 20 weeks I was at Project Reach, I learned more than I did in high school. The proper books and the right method of the teaching of skills was given, letting an individual student go at his own pace, be it fast or slow.

Many of my classmates, including myself, received our high school diplomas through Project Reach. Now, for us, life looks brighter in an increasingly darkening world. We have been motivated into thinking about our future and entering new careers that earlier seemed improbable, if not impossible. Some of our career goals are to enter government positions, attend architectural schools, and pursue careers in medicine.

There have been pressures by the public to cut such funds for programs such as Project Reach, but what they might not realize is that they would be cutting a young adult's future of good prospects for a good-paying job. You might keep in mind that today's youth will shape and become tomorrow's leaders.

So, ladies and gentlemen, I urge you strongly to support and keep the future funds continuing in such a worthwhile program. Thank you. [Applause.]

Second Speaker. There are two issues that I would like to bring to your attention this morning: first, inadequate education as a barrier to youth employment; and, second, the lack of career awareness among youth.

It was not until I became a participant of the National Puerto Rican Forum's program in my senior year that I finally realized that after attending school for 12 years, I was basically not prepared to face the world of work. No one ever even explained to me the concept of a résumé, how to present myself for a job interview, or even informed me of what jobs are in demand, or the necessary interests or aptitudes for those jobs.

What I feel is most critical is that I have realized that I have not been academically prepared for most of those jobs. As a participant in the forum's job enrichment program, I have for the first time learned how to fill out a job application properly, how to call for an appointment, and how to dress for a job interview, according to the nature of the job; what questions to ask, et cetera. I feel that experiences such as these should be part of the regular school curriculum.

I also recommend that local industries work closely with the schools. For example, what good does it do you to learn about ancient history 25,000 years ago when you are not taught to cope with the economy and job market in Chicago today?

Schools should be forced to identify local employers, to establish closer relationships with them, and to offer on-the-job training so that students can gain meaningful job experiences. For example, why cannot a representative from a local company such as Illinois Bell be contracted or funded to conduct a series of workshops in the schools on how to become a service representative, a telephone operator, et cetera?

I strongly recommend that every student who graduates from high school should be placed either in a job or in a higher education institution. Schools should be held accountable to that; after all, they may be more successful using this approach than trying unsuccessfully to teach us how to read and write for 12 years, misusing the taxpayers' money. [Applause.]

Third Speaker. First of all, I would like to say that I am a high school dropout. And in my mind, there is only one word to describe a high school dropout, and that word is confused.

I remember when I dropped out of high school how confused I was. I did not know why I had failed school, nor why school had failed me. I was confused about why I, a young, ambitious person, could not read or write well. I was confused about why I felt so empty and down on myself.

But despite my feelings and my inadequate education, I decided to get a job. It was terribly difficult to find one without a high school diploma, but I was lucky, because through seemingly endless searching and determination, I found a job, and for a very short time, I thought I had it made. But I sadly discovered that my lack of a good education was affecting my job. I had difficulty performing many duties of my job, as well as having trouble dealing with the responsibilities involved.

I was frustrated; I was angry, and I was even more confused. Now, in September of last year, I decided to join a youth employment training program called the Boston 7001. Now, being associated with this program meant that I had to first recognize my problems, and this was not easy to me, because I had to accept the fact that I was not prepared adequately in school to handle many job responsibilities.

See, there were things in school that I did not learn; there were things that school did not even teach me. For one, I did not even know how to use the education that I did have. I remember at that time that it was silly to think that just by solving math problems, reading school books and writing reports, I would be ready to work and be productive.

See, if I was not taught how to apply my knowledge, then everything I knew was of no use to me. See, my program helped me learn some skills that I could use; not just reading, writing, arithmetic, but personal skills. See, I learned how to believe in myself, to be patient, to go in my own way and in my own time. This was the kind of education that I really needed to get ahead.

I learned, and I am still learning about myself, about how I can best use my skills and knowledge and, most of all to have a strong, positive attitude about myself. See, I have learned not only how to count numbers, but also how to count on myself.

Now, some 8 months later, I can tell you that I am the national president of the 7001 Career Association—the only national youth association of high school dropouts. I am also the manager of the shipping and receiving department of Minuteman Controls.

I am learning—oh, yes—and I am working, and I am also growing. But for some reason, I am still confused. Why are young people in our cities still finding trouble getting and holding jobs? Why are not steps being taken to make sure that we get the kind of education that we need to do this, because we want to learn and we also want to work? But we also want to succeed, and to do this, we need your help. Thank you. [Applause.]

Senator PELL. Thank you very much. I think the most eloquent witnesses are the young people who are directly affected, and I think that was very striking.

I just wanted to pick up on one thing that Mr. Bustelo had said. Did you say that 7 percent of Puerto Ricans do not finish high school and 12 percent do not even go?

Mr. BUSTELO. That is correct. As a matter of fact, one of our latest studies that is still not published indicates that only 15 percent of the Puerto Ricans who went into the school system in first grade finish high school.

Senator PELL. Is this in Puerto Rico or in New York?

Mr. BUSTELO. This is in the United States.

Senator PELL. How about in Puerto Rico?

Mr. BUSTELO. Not in Puerto Rico; this is only on the mainland.

Senator PELL. And in Puerto Rico itself, what would be the figures?

Mr. BUSTELO. I am not familiar with the figures, but I understand that 80 percent of the people who go to high school in Puerto Rico graduate from high school.

Senator PELL. The only weakness there is that they are not all fluent in English, and I think that as American citizens, they have to be fluent in English in order to compete in our society. One of the problems I see in job seeking is where we have different languages, whether you have black English or whether you have Puerto Ricans who are unable to speak English. They cannot compete on an equal basis. I think we have to do something about this as well.

Mr. BUSTELO. Well, Senator, it is not necessary, in order to succeed, to speak English on the island. As a matter of fact, it might even be a disadvantage. Spanish is the language of Puerto Rico.

Senator PELL. You ought to be able to do both and be able to go to Arizona or Illinois and be able to compete as an American citizen.

Mr. BUSTELO. Yes; many of us are able to do that.

Senator PELL. Thank you.

Senator Stafford.

Senator STAFFORD. I have no questions, Mr. Chairman, at this point.

Senator **Pell**. Senator Williams.

Senator **Williams**. I have no questions. I am anxious to continue with more of this fine testimony.

Senator **Pell**. Senator Schweiker.

Senator **Schweiker**. First, Mr. Chairman, I want to commend all the groups represented here today, because I really think that the community-based organizations hold the key to motivating young people. I think that when you are talking dropouts, you are talking motivation problems.

One of the concerns I have had over the years is that the Federal Government, on its own and by itself, does not know how to motivate young people. I think you folks do know how to motivate. I think that is your expertise, that is your strongest skill which has made your programs successful, and that is why I have been an advocate of the CBO's. Whatever new program is unfolding here in the Education Subcommittee, I intend to see that CBO's play a very key and integral part in, because without improving young people's motivation, I think the Government's programs ultimately fail and are very inefficient.

I would like to ask Elton Jolly a question. I know that each of you have similar ways of motivating young people who are dropouts. I would just like to ask, Mr. Jolly, if you would just briefly describe your career intern program for the record. I realize the CIP approach is a very similar approach to what you other folks are using, but because of the interest in time, I will ask Elton to describe CIP so we understand the basics of the CBO approach.

Mr. **Jolly**. Thank you, Senator Schweiker. Being the chairman of the coalition, it is important that my colleagues are able to explain what they are all about.

The career intern program is an alternative high school, stressing the integration of career education and traditional academic subjects. It started in the Germantown section of Philadelphia, and it started as a result of Commissioner Marlin, who was the Commissioner of Education at that time, meeting with Leon Sullivan, and the two of them becoming creative and creating a concept that would deal with the business of stemming the tide of dropoutism in our schools.

It was funded by the Federal Government, specifically out of the Office of Education, and also out of NIE. It was a pure research project.

There are many myths that are being spread that the CIP refutes; for example, that we are setting up dual school systems. That is a myth, because the CIP was approved by the Board of Education of Philadelphia, and it worked in conjunction with the Board of Education of Philadelphia.

The notion that someone else had the responsibility for these youngsters other than the schools is a myth, because the youngsters who were a part of the career intern program graduated from the high schools in which they participated.

The notion, for example, that the curriculum is downgraded is a myth, because the CIP met the standards of the Carnegie units required for graduation. We worked from a position of strengthening the schools. We moved that program in such a way that the design was that the Federal Government would put 100 percent in it the first year, and they would put 75 percent in it the second year, and 50 percent in it the third year, and after that, the school system would pick it up.

In Philadelphia, this was accomplished. It was accomplished with the school system picking up 100 percent, so the Federal Government did not always hold the money bags for the school system.

We had control groups; one that was in the school and one that was in the CIP. When we began to look at the gains, we found that there was significant growth in self-esteem from our students, where there was very little or no growth in the control group in the schools. There were significant increases in career decisionmaking skills, significant increases in abilities to use career resources, significant growth in knowledge about careers, and a significant increase—and this is crucial—in reading and mathematics achievement.

These were all dropouts or potential dropouts, and when I say "potential dropouts," these were folks who were on the rolls in the schools, but were never attending classes. We recruited them. We utilized all the resources of our community, and we did develop, working with the school system, a very positive program that was able to help these youngsters who just never were going to be helped. In many instances, those who had babies brought their babies to school when they could not get babysitters, just because they did not want to miss a day. The parents became involved.

It was a very significant program and it has since been replicated in New York City, where we had the board pass a resolution there; in Detroit, where we had the board pass a resolution, and in Seattle, Wash.

The other myth that all alternative schools are store fronts is just absolutely absurd. I will show you buildings, and I will show you schools that are schools, where the environment is conducive to the kinds of youngsters that we are pledged to serve.

Something has to be done. We are not knocking the school systems at all. We are just saying that these are the facts. All of my colleagues who are standing around the room and who are leaders of their respective programs are saying to this august body that these are the facts; something has got to be done now. Alternative schools have to be put in place so we can help.

If you leave it to the system as it is now, as it comes down from State education down through the boards of education, it will trickle down, and by the time we get to the table to bargain, there will be nothing there for us to bargain with. So you have to give us the opportunity to go to the table and negotiate in the best manner possible for the best processes for serving these youngsters, or else Miami will be replicated all over this country in the months and the years ahead.

Senator SCHWEIKER. Mr. Chairman, I would like to ask that the other members of the panel be given permission to put their respective stories in the record about their models. I think it would be helpful to have all of them. I know we have some time problems, so if they would supply written testimony it would be helpful. I would also like to ask permission for Operation Ser to do the same thing.

Senator PELL. Without objection.

I would add here that all the statements of the witnesses will appear in full in the record. Also the committee members may reserve the right to submit written questions to panel members for a reply afterwards.

I thank you very much indeed for being with us.

[Information supplied for the record follows:]

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AN EQUAL OPPORTUNITY EMPLOYER

June 20, 1980

The Honorable Richard S. Schweiker
United States Senate
253 Russell Senate Office Building
Washington, DC 20510

Dear Mr. Schweiker:

I sincerely appreciated the opportunity to present 70001 Ltd.'s views on the Youth Act of 1980 on June 17th. I applaud your efforts in trying to develop a comprehensive approach to the youth employment and training of our nation's disadvantaged youth.

As requested, I am enclosing a brief description of 70001 and its youth organization, Seventy Thousand One Career Association (SEVCA). As William Byrd, President of SEVCA, indicated on the video-tape, SEVCA provides the youth with confidence and motivation necessary to succeed. It has been our experience that the high school dropout is very familiar with dealing with failure but success becomes a frightening experience for them. By giving them counsel, peer support, and necessary basic skills, they are able to gain the self-confidence which makes a true impact on their lives.

Your efforts in helping provide high school dropouts with services under Title II will be greatly appreciated. If you have any questions regarding 70001 and SEVCA or our testimony, please do not hesitate to contact me.

Sincerely,

Larry Brown

Lawrence C. Brown
President

LCB:sm

SEVENTY THOUSAND-ONE CAREER ASSOCIATION

One of the most unique and successful aspects of 70001 is the organization's ability to support and motivate youth. If success has to be attributed to only one aspect of what 70001 is, the youth services program would be a leading candidate for selection.

Instilling in 70001 Associates the conviction that success is reachable, and recognizing publicly their accomplishments when they do reach it, is the responsibility of the Youth Services Division of 70001.

National staff help each local 70001 program establish a local SEVCA chapter, elect officers, and design a program of activities. In addition, staff help the program design a local youth service program that is specifically tailored to the needs of youth from that community. This could include identification of special community resources, development of on-site services for individual Associates or consultation regarding the special needs of one Associate.

As National staff help develop the youth program within the local 70001 site, they seek to insure that certain issues are addressed. First, they seek to establish a formal SEVCA chapter so that Associates can learn how to elect leadership, run an agenda, and design a program of activities.

Second, they help insure a program of social activities is developed. This is done not merely to provide a social outlet, but to provide a forum for staff to help Associates experience the social aspects of success in the work environment.

Third, the Youth Services field staff help design a program of civic activity. This is done to help Associates understand the role they share with fellow citizens and to help them understand that they can gain community recognition for positive endeavors. Many young people know too well how to get on the front page of a newspaper by doing something wrong, but most are shocked to find out that it is equally easy to do it by doing something right.

The final area of technical assistance provided by the Youth Services staff is aiding local staff in preparing Associates for participation in regional and national employment training seminars. This involves designing a local plan to develop the Associates' skills and appropriate materials to be used at the seminars.

The Youth Services Division is responsible for planning and executing one National Employment Training Seminar, three Regional Employment Training Seminars, and monthly, local or area Leadership and Employment Seminars (LETS).

The National and Regional seminars are large events attended by two hundred (200) to four hundred (400) Associates. They participate in both competitive and non-competitive events, attend seminars related to employment skills and attend social activities. The goals of the seminars are to provide a motivation to participate in local programs, to teach skills to attending Associates, and to provide a high-charged success experience to the Associates.

Each seminar is attended by one hundred (100) to two hundred (200) local business people who serve as seminar presentors and judges for events. Their participation provides the Associates with direct experience in dealing with employers and provide them with positive youth and manpower program experience.

Statewide and local employment training seminars are also held to provide Associates with practical experience in preparation for the Regionals and National.

The Leadership and Employment Training Seminars (LETS) were an innovation in 1979. These are content-oriented seminars which are held in various locations throughout the country. They are always located in a manner calculated to minimize travel and lodging costs so that many are able to attend.

LETS focus on developing the interpersonal, communications, and leadership skills necessary to not only obtain and retain a job, but also to succeed and be promoted in the job. The LETS have proven to be a very popular and productive method of motivating Associates.

At the National Employment Training Seminar the Associates from among their membership elect four individuals to serve as National President, Vice-Presidents, and Secretary. They become the National Leadership Team (NLT) for a one-year term.

It is the responsibility of the Youth Services Division to work with and support the NLT. Team members preside at all seminars, preside at the installation of officers in local programs, conduct technical assistance visits, and the NLT President serves as a member of the 70001 Ltd. Board of Directors.

70001 LTD.

The mission of 70001 Ltd., a national youth employment company, is to bring unsubsidized private sector employment opportunities to the greatest number of young adults with special emphasis on serving disadvantaged youth.

70001's primary thrust is toward helping 16-21 year old economically disadvantaged high school dropouts to prepare for, find and keep unsubsidized jobs in the private sector. Motivation is a key component of this non-stipend, non-subsidy employment and training program.

The local network consists of affiliated and directly-administered programs. The affiliated program is funded and administered locally by a Community Based Organization or prime sponsor but through a subcontract with 70001 Ltd. receives technical assistance in areas such as personnel training, job development and instructional efforts, and monitoring and evaluation. The directly-administered program also is funded locally but is administered by 70001 Ltd. contracting directly with the funding agency.

The chief funding source for the network is the local Comprehensive Employment and Training Act (CETA) agency, but funding also is possible through vocational education groups, foundations, private enterprise or other agencies. Affiliated programs are usually administered by a community-based organization such as a community college or non-profit corporation. Size of local program staff varies but consists basically of a program manager, program coordinator, GED instructor and secretary.

Basic elements of a 70001 program are:

1) Pre-Employment Training- This is a two-to-five week period of screening, orientation and training in basic job-seeking skills, such as how to fill out a job application, how to handle a job interview, and employee responsibilities to employer. During this period the enrollee and coordinator enter into a "contract" of participation in seeking mutually-decided goals. In addition, tests establish educational levels and aptitudes that become the foundation for individualized curriculums.

2) Employment- Each program works with various private businesses and employers to develop job placement opportunities for the Associate. Once the youth is placed on the job, the coordinator follows up with the employer to avoid problems, assure maximum job performance and encourage retention. Outside work hours, the Associate participates in various 70001 activities designed to upgrade related job skills and promote success on the job.

3) Education- Also after work hours, the Associates study for their General Educational Development (GED) high school equivalency certificate. Often, employers reinforce the 70001 training by emphasizing that the GED is important to winning a promotion.

4) Graduation- The average Associate is in the program from 3 to 12 months. A positive termination results when any of the following occurs: the employer, coordinator and Associate agree that the Associate is a valued employee; the Associate is promoted and/or moves into a management or other training program provided by the employer; the Associate enters the Armed Forces or a program of full-time education.

5) Motivation- This is woven throughout the 70001 experience, and the primary vehicle is the youth organization, SEVCA. It provides peer involvement, skills training, recognition and group activities. Through regional and national conferences, the youth compete in job-related skill events and are jodged by local businesspersons and others from the private and public sectors. National SEVCA officers provide technical assistance and role model motivation for local chapters. Seminars provide leadership training, skill development and career preparation activities.

70001 Ltd.'s primary funding sources are the Department of Labor, directly-administered programs and contract service fees. A related Foundation provides scholarships for Associates and is funded through contributions from supporting businesses.

Questions for Youth Advocacy Coalition Panel

1. Part of the intent of this legislation is to provide individuals with basic skills instruction and vocational training and then to tie that education to on-site work experiences that can actually lead to employment. Do you believe there are sufficient linkages between the two titles in S. 2385 to accomplish this objective?

2. As a representative from a community based organization, what do you see as your role in strengthening the linkage between education and the workplace?

3. For those of you involved in training programs, how would your training programs under this proposal differ from those you administer under current CETA programs?

4. There is currently a 22% setaside for education in CETA youth programs. Do you believe there should be a similar setaside for on-the-job training and employment services in the education portion of this legislation?

5. Do you feel that the targeting in this bill is adequate to meet the goals of this legislation?

6. There is the contention that it would be most unwise to put substantial amounts of money into an educational system that has already failed the students this program seeks to assist. How would you respond to that from your own unique perspective?

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AN EQUAL OPPORTUNITY EMPLOYER

July 24, 1980

The Honorable Claiborne Pell
United States Senate
Washington, DC 20510

Dear Senator Pell:

I was a member of the National Youth Advocacy Coalition panel which testified before your Subcommittee on Education, Arts, and Humanities on S. 2385. As followup to that hearing, you have requested the members of the panel to submit their responses to six questions regarding S. 2385.

Outlined below is 70001 Ltd.'s position on those various issues. I appreciate the opportunity to provide you with our views on S. 2385:

1. Do you believe there is sufficient linkage between the two titles in S. 2385 to accomplish their objectives?

There is a definite need to strengthen the linkage of Title II to Title I of the proposed bill. As it is presently written, the financial linkages are primarily from Title I to Title II, in addition to the input and sign-off authority of the education title in the "work experience" of Title I. It has been the experience of the Youth Employment Demonstration Projects Act (YEDPA) that the financial incentives provided through a set-aside helped establish better linkages between education and CETA. These linkages need to be further strengthened by making each system equal partners in addressing the needs of the targeted young people.

2. As a representative from a community-based organization, what do you see as your role in strengthening the linkage between education and the workplace?

70001 Ltd. has a unique role in providing a linkage between education and the world of work. Most 70001 programs are targeted to economically disadvantaged high school dropouts who have left the formal educational system and are experiencing difficulties entering the labor market. The role of 70001 Ltd. and similar programs should be to provide alternative education opportunities to youth who have left school, and to prepare these youth to obtain and retain unsubsidized employment.

The high school dropouts , in particular, are the persons who need practical linkages between their educational experience and the workplace. The reasons for leaving school are as varied as the individuals themselves, but their educational and employment needs must be met. Community-based organizations (CBOs) have the flexibility and ability to help meet those needs. Thus, CBOs should act as an intermediary to aid the transition and provide services to these needy youth. As indicated in my testimony, the employment and earnings potential for the high school dropout is decreasing. Even so, they are not returning to high school.

3. For those of you involved in training programs, how would your training programs under this proposal differ from those you administer under current CETA programs?

If 70001 Ltd. was included in the definition of a "training" program, some significant changes would occur in our model and approach. Although 70001 does not provide participants with skills training, the pre-employment, post-placement, and motivational training help enable the youth of our program to obtain and retain unsubsidized private sector employment.

Under the proposal, the educational component of the 70001 program could be strengthened and given greater emphasis. Presently, the youth in 70001 are tested to determine their ability levels and provided with a curriculum which should assist them in passing their General Equivalency Exam (GED). There is a need to strengthen alternative education's role within Title II of the Act by requiring educational services, as well as work place programs, to high school dropouts by the local educational agency through community-based organizations or similar organizations.

4. There is currently a 22% setaside for education in CETA youth programs. Do you believe there should be a similar setaside for on-the-job training and employment services in the education portion of this legislation?

A 22% setaside in Title II of S. 2385 would provide a better linkage between the education and CETA systems in the bill. Such a setaside should not be available only for on-the-job training (OJT) and employment services, but rather should be targeted to the neediest youth within the joint jurisdiction of the Department of Labor prime sponsor and local educational agency. The monies should fund cooperative programs to assist the youth in making the transition to unsubsidized private sector employment. It is only through equal partnership of the employment and training system and the educational system that a truly comprehensive and cooperative approach to needy youth can be obtained.

5. Do you feel that targeting in this bill is adequate to meet the goals of the legislation?

Senator Claiborne Pell
Page Three

S. 2385 makes a number of improvements over the present formulas in targeting funds to areas and persons of greatest need. However, the allocation of funds under Title II are directed to schools in poverty areas, but not necessarily to those students in need of educational assistance. In addition, the inclusion of all youth attending Title II targeted schools in the eligibility requirements of Title I could dilute the targeting of the program and services of the "Youth Training and Employment Act of 1980". Some of those students attending targeted schools would not otherwise meet those eligibility requirements under Title I. 70001 Ltd. would urge the Subcommittee to target the programs and services of the proposed legislation to those persons of greatest need.

6. There is the contention that it would be most unwise to put substantial amounts of money into an educational system that has already failed the students this program seeks to assist. How would you respond to that from your own unique perspective?

70001 Ltd. has concentrated primarily on providing employment and training services to high school dropouts since 1969. These youth have left the traditional educational system for a wide variety of reasons and often attempt to returning to school only to drop out again. The plight of the high school dropout is compounded in the labor market with only 8% of the job openings available to persons without a high school diploma. The issue raised in this question is a complex and dynamic problem facing our nation; it is of particular concern to 70001 Ltd. and the youth we serve.

The role of the federal government in bringing change to the education delivery system is the issue under consideration in S.2385. 70001 Ltd. believes the solutions developed must maintain the flexibility to meet the needs of those youth who are disadvantaged in competing for jobs in the private sector. Thus, the legislation needs to encourage the development and implementation of alternative educational programs to service those youth whose needs, both educational- and employment-related, are not being met by the schools. At the same time, schools must be provided with the necessary resources to continue the education of the thousands of youth receiving an education in the nations' schools. By providing funding for alternative educational programs to service youth such as high school dropouts the federal government can serve as a catalyst to promote change within the traditional educational system. In addition, the resources made available to the schools through the proposed legislation should provide goals and objectives in meeting the needs of the community and the youth.

70001 Ltd. supports the efforts of Congress and the Administration in developing a comprehensive approach to youth education, training and employment. It is only through cooperation and the maximum utilization of available resources that a long term impact can be made on this growing problem. The integration of the private sector, the educational system, and the employment and training system can only provide a true catalyst to change in meeting the needs of the nation's youth.

If you have any questions or comments, please do not hesitate to contact me. I sincerely appreciate the opportunity to provide you with the views of 70001 Ltd. on youth employment and training.

Sincerely,

Larry Brown

Lawrence C. Brown
President

LCB:sm

NATIONAL YOUTH
ADVOCACY COALITION

Room 1111, 1501 Broadway
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July 16, 1980

Senator Claiborne Pell
Committee on Labor & Human Resources
United States Senate
Washington, D.C.   20610

Att: David Evans

Executive Committee
Chairman
~~Elton Jolly~~
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Manuel Bustelo
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Rican Forum
Treasurer
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Vocational Foundation, Inc.
Task Force Chairmen
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Jobs for Youth
Jeffrey Newman
Natl. Child
Labor Comm.
Calvin Pressley
NYC Mission Soc.
Walter Smart
United Neighbor-
hood Centers
National Coordinator
Kenneth Nochimson

Dear Senator Pell,

In response to your request for answers to the questions outlined in your letter of June 19th, I am pleased to submit the following comments on behalf of the National Youth Advocacy Coalition.

1. The Coalition believes there are sufficient linkages between the two titles in S.2385 to insure that basic skills instruction and vocational training are tied to work experience programs. In fact, previous testimony presented by the Coalition encouraged the inclusion of these linkages, particularly the 22% set aside provision. While specificity regarding the actual linkage mechanisms is not always feasable for inclusion in the language of the proposed legislation, we urge that the Congressional intent be made clear in order that the drafters of resulting regulations enforce rather than diminish these linkages.

2. Community based agencies provide a network of social services, including outreach and supportive services, which can enhance the school system's ability to assist youth. Too often schools have operated in isolation without tapping the community resources available. Community based organizations can serve as brokers in working with the schools to bring in needed services. These organizations can also help to reduce duplication of effort which often occurs when schools are unaware that outside organizations are serving the same youth. Also, if allowed to work with the schools, community based organizations can help school counselors provide career awareness and help students understand the world of work.

3. Under this bill, more youth could be served, especially those youth with special needs, e.g., language minority youth, teen mothers, ex-offenders and the handicapped. Programs could be more specifically targeted to those youth who face the greatest difficulty in obtaining work. Training programs can be more closely targeted to youth needs based on age and experience and it will be possible to increase the skills of youth through incremental steps in training programs.

4. The proposed 22% set-aside for on the job training and employment services in the education title should be supported if meaningful in school and out of school programs can be established in a collaborative fashion with community based organizations. Testimony by youth in our Youth Opportunity Forums stressed over and over again the value of work experience and training while in school. If properly designed, such programs could prevent young people from dropping out of school and provide meaningful work experiences.

5. The Coalition supports targeting and believes the language of the bill is sufficient to meet its goals.

6. The fact that the school system has failed many young people is not sufficient reason to condemn and abandon those responsible for providing public education. It is incumbent upon all of us to share the responsibility of improving the school system provided the education system is receptive to such assistance. Public schools are the place where young people must learn basic skills and the failure to assist them will result in a drop out population that is too large for any community based organization to serve and create an enormous population dependent upon the social welfare system.

The critical strategy here must be to establish standards for accountability for school systems and then provide them with resources to address these problems. There must be strings attached to the funds to insure that the schools are responsive to those who need help the most. Community based agencies are willing to help and by working together, a creative tension will help hold each entity accountable.

Clearly, the education establishment at the national level recognizes and supports the need for collaborative efforts and there are already examples of such efforts at the local level. A more comprehensive approach is needed and this bill offers that opportunity. We urge you to support the bill and seek its passage in the Senate.

Sincerely,

Ken Nochimson

Kenneth Nochimson
Executive Director

Senator PELL. We will move on to our next panel, the Education Associations Panel: Mr. Dale Lestina, legislative specialist from the NEA; and Mr. Clemmie Solomon, director of the counseling center, Bowie State College, Bowie, Md., representing the American Personnel and Guidance Association.

I am not sure which one of you wants to start out first. Mr. Lestina?

STATEMENT OF DALE LESTINA, LEGISLATIVE SPECIALIST, GOVERNMENT RELATIONS OFFICE, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, D.C.; AND CLEMMIE SOLOMON, DIRECTOR, COUNSELING CENTER, BOWIE STATE COLLEGE, BOWIE, MD., AND CHAIRMAN, GOVERNMENT RELATIONS COMMITTEE, AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION, A PANEL

Mr. LESTINA. I am Dale Lestina with the National Education Association. In the interest of time, I will highlight my remarks and submit the written statement in total for the record.

Senator PELL. Thank you.

Mr. LESTINA. One of the major problems of this Nation's public economy is the rate of unemployment among young Americans, especially among poor and minority youth in urban areas. The problem for this population has worsened in the past 20 years, and absent Government intervention in the course of things, it will most likely just get more severe. Therefore, this morning I am pleased to testify in vigorous support of the legislation, which includes two titles, one for labor and one for education. The problem is urgent, and this committee is to be commended for holding the hearings to explore the solutions.

Junior and senior high school age students must be trained and provided the basic transferable job skills and habits to enable them to adapt to a variety of job opportunities that will confront them during their working lives. We like the idea of cutting off the supply of unemployables at the source—by training these school age youth that we are talking about here today. Such a preventive approach is cheaper in the long run than financing the byproducts of unemployment, such as welfare and crime control.

Now, we are aware of efforts to curtail the funding of numerous existing education programs, and some are questioning whether an ambitious, new program for youth employment is feasible or desirable at this time. We think it is. We think that the programs that presently exist will not necessarily be better funded if we do not enact a new program for youth employment. By enacting such a program, we can work together, on the Senate and the House side, for the necessary funds to fund both existing and new programs.

The preparation for youth jobs in the eighties will require a strengthened cooperative effort between government, education, business, labor, and community-based organizations. In this day of the money crunch that we are dealing with, it seems to us that cooperation among these groups would provide the best use of our Federal dollar resources.

Through the area of cooperation, we would like to see a single districtwide advisory council which would be made up of membership from among the education and labor side, the prime sponsors and the public and private interest areas, to advise both the LEA and the prime sponsors on the implementation of the youth employment projects.

Now for a word on school site councils: We insist that school site councils should be advisory in nature only, for the people that we represent, 1.8 million teachers, cannot serve two masters if we set up two governing structures at the local level. At the same time, we would advocate that youth employment programs might well be enhanced by the advice and consultation of the members of the site council, but we should be very careful not to set up two government structures at the local level that compete with one another.

We also like the concept of keeping school age youth in school and attracting out-of-school age youth back to school through programs designed to meet the needs of the school aged dropout.

Along these same lines, we are interested in utilizing schoolwide projects, because shunting these students that we are talking about into separate rooms with separate teachers plays into the hands of an unsuccessful program due to the peer-type association and acceptance that is so important to students of the junior and senior high school age level.

We are also very much interested in cooperating with the vocational education and student counseling interests concerning this program.

I would also stress that low income should be the major factor for determining eligibility for this program.

In summary, I would like to very much stress that we favor the legislation and we will work with this committee to enact same.

[The prepared statement of Mr. Lestina follows:]

I am Dale Lestina, Legislative Specialist for the National Education Association. NEA represents 1.8 million teachers throughout the country, serving in-school youth in urban, suburban, and rural areas.

One of the major problems in the nation's troubled economy is the rate of unemployment among young Americans and especially among poor and minority youth in urban areas. The problem for this population has worsened in the past 20 years and, absent government intervention in the course of things, will likely get still more severe.

The jobs that will be available in the next decade will be vastly different from the jobs traditionally available to youth. Between 1976 and 1985 there will be an estimated 59 million job openings -- nearly three quarters of these will be white collar, technical service positions. The product of the industrial economy is a consumable object; the product of a service economy is a written report. Service and technical employment depends on the ability to read, write, and calculate. Increasingly, preparation for employability is education.

NEA policy commits us to the premise that the "preparation of students for vocations and productive jobs should be a basic policy of secondary and higher education" (Resolution B 79-18, a copy of which is attached). Believing in that principle and believing that the opportunity for gainful employment is a fair expectation of our youth, we are pleased to testify today in support of a new program to improve the employability of school-age youth. The problem is urgent. The Subcommittee is to be commended for holding this hearing to explore solutions.

Although the Elementary and Secondary Education Act has been law for 15 years, it is historically true that secondary education has been the poor relation when funds for education have been appropriated by the Congress. ESEA monies go largely into elementary education. Other programs exist to assist postsecondary education, both academic and vocational. It is partially for this reason that we support a new program focused on school-age in- and out-of-school youth.

Junior and senior high school-age youth must be trained in basic, transferrable job skills and habits that will enable youth to adapt to the variety of job opportunities that will confront them during their working lives. We must find a way to cut off the supply of unemployables at the source -- by training school-age youth. Gainfully employed, educated youth are likely to be productive workers throughout their lifetimes. A preventive approach, even with an infusion of new funds, is cheaper in the long run than financing the by-products of unemployment such as welfare and crime control.

We are of course aware that efforts are being made to curtail funding of numerous education programs: ESEA Title I concentration grants, impact aid, Basic Educational Opportunity Grants, and a number of others. Some are questioning whether an ambitious and expensive new program such as youth employment is feasible or desirable at this time. I would ask, however, whether those other programs would be funded if no youth employment legislation were forthcoming. I'm afraid the answer would be no. Thus I believe that the Congress should go ahead with youth employment legislation. Those of us in the education interest groups can meanwhile proceed to work with Members of the Senate and the House to see that all these important programs, existing and new, are allotted needed funds.

While schools are primary in education, the preparation of youth for jobs of the 80's will require a strengthened, cooperative partnership among government, education, business, labor, and community-based organizations.

This cooperation among various interested groups at the local level is vital and must be encouraged. Such cooperation can provide the atmosphere needed to foster mutual understanding between prime sponsors (local governmental units) and local education agencies (LEA's). We believe that a council with membership from both labor and education, including teacher organizations, should advise both prime sponsors and LEA's on design and implementation of youth employment projects. We would like to see a statutory mandate that among the LEA's appointees must be representatives of the teacher bargaining agent.

In the same vein, school site councils have been proposed as a means of overseeing ongoing programs at the school building level. Should youth employment legislation include such school site council structures, we must insist that they be advisory only, that they have no operational function or authority. We cannot permit the establishment of mini school boards in school buildings, for teachers cannot possibly serve two masters--their employing boards of education and the mini school board in the building. Youth employment programs might well be enhanced by the advice and consultation of community members of a site council, but advice and consultation must be the limit of their role.

We strongly support the concept of keeping school-age youth in school and encouraging out-of-school school-age youth to return to school-based programs.

We believe that using schools as the major deliverer of services leading to youth employment is wise. We favor the concept of utilizing school-wide projects, integrating them into the whole school program. We hope that efforts toward youth employment will not replicate the problems associated with the ESEA Title I program's tendency to create a special class of teachers and/or students.

We believe that vocational education must be perceived as a major partner in this program. Basic transferrable job skills delivered through traditional academic services -- reading, writing, speaking, computation -- and specific job skills learned through vocational training are critical to insuring a lifetime of productivity. In addition, inclusion of counseling services as part of the program can help to insure the student access to the mix of basic and vocational training appropriate to his or her needs, and access to information on a range of job opportunities.

Youth employment programs must rely on an income factor as a criterion of eligibity for the program. We suggest a family income of 85 percent of the poverty index as calculated by the Department of Labor. We believe that low income is a better predictor and indicator of youth unemployment than is the incidence of adult unemployment.

Although the Orshansky formula has been somewhat troublesome to us since it was first plugged in to ESEA in 1974, we have no constructive alternative to offer. Thus we suggest its use. However, we encourage the Congress to find or develop a better index than Orshansky for future use.

Federal funding of youth employment programs must assure that federal and state agencies retain only a minimal portion for administrative purposes, with the lion's share going to the LEA for program operation. This feature must be incorporated in legislation. Maintenance of effort on the part of the LEA must be required. School districts with too few low-income students to qualify for the program must be permitted to pool their numbers and thus become eligible to participate. Further, if low achievement is to be a criterion for eligibility, left to the local school district must be the decision as to which instrument and procedures are used to measure basic skills achievement for eligibility and for accountability.

We strongly believe that standards for education personnel, those teaching the basic skills, hired by prime sponsors and/or community-based organizations for programs they administer, must be equivalent to those for personnel in the public schools in the prime sponsor area. Certification must be required for those teachers. Similarly, a Davis-Bacon concept should prevail to assure that these non-LEA teachers receive wages and benefits comparable to those of teachers in the LEA's bargaining unit. We ask that the Congress legislate this provision.

The bargaining agents for teachers in the prime sponsor area must be aware of the prime sponsor or cbo programs. Teacher bargaining agents should be recognized as mandatory "labor organizations" for purposes of reviewing prime sponsor plans. This recognition would do much to eliminate severe problems teacher bargaining units have experienced when CETA programs have been operated without their involvement or awareness.

Schools 7-12 involved in the youth employment program may properly be held accountable for imparting the basic transferrable job skills. But the school-based programs should not be held accountable for actual after-graduation job placement. Where vocational education agents are willing and have the capability to be engaged in placement and are doing so successfully, they may wish to continue to be held accountable for placement. Decisions concerning accountability should be made at the local level. It should be noted that after-graduation job placement is an excellent example of an area where the type of cooperation among the schools, prime sponsors, and private sector envisioned in the proposal can benefit the recipients of the program.

We believe that state administration of the youth employment program -- both basic skills and vocational training components -- must be loose and flexible. Youth employment programs must be locally designed and locally implemented to meet locally perceived needs. The role of state agencies, including, where they exist, state vocational agencies, must be limited to consultation and comment, not plan approval.

Inservice teacher education will be critical to the success of any youth employment program. One way such inservice training can be delivered is through Teacher Centers. We certainly believe that Teacher Centers should be eligible to compete for available dollars under this program to provide inservice training.

We urge caution on utilizing a bypass procedure for involving nonpublic school students in youth employment programs. We further caution against making available direct grants from LEA's to nonpublic private schools. We believe it is unwise to the point of absurdity for the Congress to seek means of funding nonpublic school programs when the funding of those programs in the public schools is inadequate. Although youth employment programs should serve all eligible populations, it is unlikely that financial resources necessary to do so will be provided even to the public schools. Thus students who want to receive the services should be required to go to the public schools where the services are available.

There has been some discussion among interested parties of trying to provide youth employment services by means of amending existing laws, primarily ESEA and the Vocational Education Act. In reviewing those laws, however, one finds diverse delivery structures that would make it difficult to achieve a number of amendments that mesh, that effectively provide elementary-secondary, vocational, and youth employment services meaningfully. I'm afraid that tinkering with existing laws to provide new programs and services would be doomed to a Rube Goldberg reality. Therefore, NEA believes that a new program to alleviate the problems of youth unemployment is needed.

A youth employment program ideally should serve all the school-age population in a school district who meet the poverty-achievement criteria for eligibility. We've seen too much of the inequity caused by the targeting procedure which has been implemented to deal with inadequate funding of Title I ESEA, and we would hate to see an ambitious and needed new program condemned to the same fate. We would prefer that sufficient funds be made available for the youth employment program so that targeting of specific school sites based on concentration of eligible students would not be necessary. We hope that the Congress shares our concern.

NEA stands ready to work with you to secure passage of this important new initiative. Thank you.

NEA Resolution 879-18: Vocational Education

The National Education Association believes that preparation of students for vocations and productive jobs should be a basic policy of secondary and higher education. Educational programs, which will assure equal opportunity for occupational development, should be developed for all students. A continuing comprehensive program for training, re-training, advancement, and promotion should be provided for students who have completed minimal state attendance requirements.

The Association supports vocational and technical education as a major component of education. To be effective, vocational and technical education should be preceded by career awareness and exploration programs. These exploratory courses should be incorporated into traditionally academic courses and into existing industrial and practical arts education courses.

Senator PELL. Thank you very much.

Mr. Solomon?

Mr. SOLOMON. Good morning, Mr. Chairman and distinguished members of the Senate Subcommittee on Education, Arts and Humanities. My name is Clemmie Solomon, and I am the director of counseling at Bowie State College in Bowie, Md., and chairman of the American Personnel and Guidance Association's Government Relations Committee.

The American Personnel and Guidance Association is the national professional organization of over 41,000 guidance, counseling and student personnel workers. I wish to preface my remarks by first thanking you for affording me an opportunity to introduce my comments here today on behalf of the organizations I represent, and by applauding your initiatives concerning youth employment, as well as the support you have provided for guidance and counseling programs.

The position of the American Personnel and Guidance Association is that we support Senate bill 2385 and similar initiatives designed to foster meaningful youth employment. We are particularly encouraged by the fact that title II of this bill creates programs to give disadvantaged secondary school youth basic educational and employment skills.

Numerous guidance activities are, fortunately, spelled out throughout this title, as well as throughout the bill. A major concern, however, of the American Personnel and Guidance Association is that qualified counselors serve an integral role in the coordination and fulfillment of these responsibilities. It is essential that counseling youth on vocational and career guidance concerns requires a high degree of competence, for it can involve a very complex set of personal considerations.

The pivotal role that counselors play in student development is noteworthy, as counselors work to provide the necessary support to prepare our Nation's youth for meaningful work experiences. Some of these roles include: utilizing counseling strategies to help youth to become cognizant of personal attitudes and interests; assisting youth in the identification, acquisition, evaluation, and use of self-occupational and educational information; assisting students in obtaining preplacement/employability skills, including such activities as filling out employment applications, interviewing, sampling work experiences, and developing work-related interpersonal skills.

I wish to call your attention to the Vice President's Task Force on Youth Employment, which sets forth four major recommendations. One of these recommendations is the promotion of work experience and career counseling for younger teenagers—a very significant recommendation.

The report further stipulates that rapid change and increasing complexity in the labor market require that we place renewed emphasis on the availability and reliability of labor market information for young people and their parents, and for those teachers, guidance counselors, and others who assist them in making career and educational choices.

Several studies have documented the effectiveness of guidance and counseling for inschool youth. Self-concepts, levels of achievement, attitude and adjustment, school anxiety, fewer dropouts, fewer failures, are all improved with adequate counselor/student ratios. In followup studies of high school students, 2½, 5, and 10 years after high school, we found better academic records; we found that they have made realistic and more consistent vocational choices; they have made more progress in their employment; they are more likely to have entered college, and they were also more satisfied with their lives than those students who, in a control group, were not treated with counseling techniques and experiences.

The transition to work and work adjustment can often be a difficult experience for teenagers. This is especially true for the first-time employee. A few examples of how guidance and counseling can help youth follows. Guidance and counseling processes can help the young worker to sort out available work choices, consider personal commitments to work, and develop ways of deriving feelings of psychological competence in the workplace. Additionally, behavior rehearsal in which young workers can act out or role play with a counselor specific work-related social and interpersonal problems is more effective in resolving such problems than direct advice.

I would like to refer to you the section on page 7 which highlights some of the heart of our testimony concerning some specific language changes. Time will not permit me to go into great detail on these changes however.

I am including copies of our APGA policy paper on youth unemployment which appears in the House Committee on Education and Labor document on problems of youth unemployment and a paper on the contribution of guidance and counseling to the employability of youth.

Unless we can curtail the spiraling youth employment dilemma, the Mount St. Helen's of the future may be our Nation's urban cities, exploding from the ashes of the unemployed. There is no progress without struggle. We face some dark and difficult days ahead. Yet, I am confident that the strength and vitality of our

Nation will prevail and a ray of light awaits of us at the end of the tunnel of joblessness.

As I conclude, I leave you with a proverbial message which, in its divine and spiritual genesis, evolved from the Good Book, and it reads, "Without counsel, purposes are disappointed, but in the multitude of counselors, they are established." Let us join together to establish a nation of youth employment.

Thank you.

Senator **Pell**. Thank you very much, indeed, gentlemen.

How do you feel, Mr. Lestina, about proceeding with this program in the face of the proposed cuts in existing, successful programs like title I? Is this not a situation of robbing Peter to pay Paul?

Mr. **Lestina**. I do not think so. Given the funding that is available at this time, or is talked about as being there, for title I, I do not necessarily see it being significantly increased or decreased if we enact this youth employment legislation. So, therefore, I do not view them as being in competition with one another for funds.

Now, we can always use more dollars in ESEA, but this particular proposal advocates also the cooperation between education, the prime sponsor, and labor at the local level, and amending ESEA is not necessarily going to get us to that particular level of local cooperation which we like so much in this particular proposal.

Senator **Pell**. But do you think that ESEA would even have to be amended? As you know, title I does not preclude assistance to secondary high school students, and title I, through administrative refinement, if nothing else, and with more funds could attain most of the objectives of this bill, could it not?

Mr. **Lestina**. Do you feel that by amending ESEA it would provide for the type of cooperation between the prime sponsor and the Lea that this proposed youth legislation would?

Senator **Pell**. It would take some administrative fine-tuning. As you know, we are also knocking out at this point a good deal of CETA, and knocking out a good deal of the vocational training, which also tie into jobs and the future.

So what we may really be doing, and I think we ought to recognize it, is taking money away from existing programs and putting it into a new one, from "Peter to Paul", even though for a very good objective upon which we all agree. The witnesses never have to stress the need.

I intend to support this bill, because whether it goes to Peter or to Paul, the objective is good. But I do think that it is not the most practical way of going about it, particularly if the election takes what I would consider a wrong turn, but we will see. [Laughter.]

Mr. **Lestina**. I think we see eye to eye there.

Senator **Pell**. You have a reaction, I gather.

Mr. **Lestina**. I do. We looked very carefully at amending existing statutes, like ESEA and the Voc Ed Act, and so forth. By running amendments through existing acts, we found that it would be very difficult to have amendments that would mesh and come back together for a good program. It would simply be more difficult to accomplish that than to go with a new piece of legislation and amend it as we go through the legislative process. So that is why we advocate this approach as opposed to the other.

Senator **Pell**. Mr. Solomon, do you have a question?

Mr. **Solomon**. No. Sir

Senator **Pell**. Senator Schweiker.

Senator **Schweiker**. I would like to follow up that point. I just sat through a battle about 1 month ago in the Appropriations Committee, where we lost, I think, by one vote $200 million of concentration grants under part C of title I ESEA. These funds would go to this same area of urban unemployment and the poor children's area. This money went down the tube, because the administration did not take a strong position in the committee on it.

What makes you think, Mr. Lestina, that you will do any better under some new program. In fact, these new programs, do not come on stream for to more years? We just got $200 million chopped off for fiscal year 1980.

Mr. **Lestina**. Hard work, perseverence, and continuing to work together on what we tried to accomplish in that last go around.

Senator **Schweiker**. But this new program is 2 years away. You are losing $200 million this year, and this new program will not even be phased in, full budget, until another year or two, as I understand the cycle.

Mr. **Lestina**. I understand that. As this proposal is viewed, the first year would be an extension of existing youth programs; thus it does not really get into the concentration areas as such. We are committed however, to working toward full funding and more efficient funding in all of the education programs, and we do not plan to back off from that. We do not however view them in competition with each other.

Senator **Schweiker**. I do not say it is in competition, but I wonder why hope springs eternal, hoping for some money 2 years from now, when they just chopped $200 million out of the Federal urban city education program.

Mr. **Lestina**. I understand that. We are also looking for additional tools to be able to cooperate at the local level, to build local pride and confidence in a youth employment program at the local level to meet this particular problem, and that is why we support this bill.

Senator **Schweiker**. I would like to ask Mr. Solomon the same question. They wiped you out; $18 million—they wiped you right off the map.

Mr. **Solomon**. That is correct.

Senator **Schweiker**. The entire guidance and counseling program, was a recision, so you got zero money this present budget year. What makes you think you are going to do any better 2 years from now, when they just wiped you out for $18 million worth?

Mr. **Solomon**. Quite frankly, we realize that we did take a beating on the recision.

Senator **Schweiker**. You took a disaster.

Mr. **Solomon**. Indeed; no question. But I think that our position is that we believe strongly in youth employment; we also believe strongly in guidance and counseling programs in the schools. I believe that wherever there are dimensions of counseling within any kind of legislation, we are going to be trying to get the necessary funds that are needed so desperately to support these kinds of programs.

Irregardless of the fact that we were cut on the recision, we will struggle to try to get funds restored and funds available for the kinds of programs that are so essential to the development of our youth and for the skills that are necessary to get our youth employed, and by the same token, to insure that they retain employment.

So, although we did take a beating, we will continue struggle for what we believe is right.

Senator SCHWEIKER. Well, I agree with the thrust of what you are saying about how needed both programs are; I could not agree with you more. But having just gone through this $200 million loss in concentration grants and a wipe-out on the guidance and counseling program, which I happen to feel is a very key program, I just have trouble comprehending why we are all excited and enthused about something that is going to be funded, maybe, 2 years from now when we just got wiped out this year.

I just do not have that degree of optimisim. But maybe I am wrong, and I hope I am. I agree with the thrust of your testimonies, and I respect them. I think you are fighting for funding somewhere. I think the tragedy is that we are not funding programs for disadvangtaged young people now and we are talking about a new program 2 years from now. So, I understand what you are saying, and I appreciate it and respect it. Thank you.

Senator PELL. I completely agree with the comments of the Senator from Pennsylvania. I guess it is the only game in town, so we might as well play it. Certainly, the goal is a good goal and a goal that we all agree on. This one, for whatever the reasons may be, is apparently being used as an exhibition piece. So, I intend to support it for exactly the same reasons that both of you do, I think.

Thank you, gentlemen.

Mr. LESTINA. Thank you.

Mr. SOLOMON. Thank you.

[The prepared statement of Mr. Solomon along with the questions and answers follows:]

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Statement on Behalf of the American Personnel and Guidance Association

by

Mr, Clemmie Solomon
Director, Counseling Center
Bowie State College
Bowie, Maryland
and
Chairman, APGA, Government
Relations Committee

on

S-2385, Youth Act of 1980

before

United States Senate

Subcommittee on Education, Arts
and Humanities

Claiborne Pell, Chairman

June 17, 1980

Good morning Mr. Chairman and distinguished members of the U. S. Senate Subcommittee on Education, Arts and Humanities.

My name is Clemmie Solomon. I am the Director of Counseling at Bowie State College in Bowie, Maryland, and the current chairman of the American Personnel and Guidance Associations (A.P.G.A.) Government Relations Committee.

The American Personnel and Guidance Association is the national professional organization of over 41,000 guidance, counseling and student personnel workers. These individuals work primarily in elementary, secondary and higher education settings, but also in community and rehabilitation agencies, government, and business and industry, performing counseling and guidance functions. The thirteen national divisions, and 53 state branches (District of Columbia, Puerto Rico, and European branches included) of APGA span every sub-discipline and geographical area of the United States within the guidance and counseling field.

I wish to preface my remarks by first thanking you for affording me an opportunity to introduce my comments here today on behalf of the organizations I represent and by applauding your initiatives concerning youth employment. Through the support of yourself, the committee, and the numerous congressional, educational, private sector, and citizen advocates for youth employment, I am confident that we will overcome the current youth employment dilemma. However, as you are well aware, the task of resolving the problem of youtn employment is monumental. The social costs of its escalation are far too expensive to the progress and greatness of our nation. Tragically, using the most current Bureau of Labor statistics, teenagers (16 to 19) represent ten percent (10%) of the civilian labor force, yet twenty percent (20%) of those unemployed. The employment picture for Black and other minority youth is more critical, and the gap between black and white unemployment has widened dramatically over the last twenty years. For example, in 1958 the unemployment rate for minority males age 16 to 19 was 26.8%, compared to 15.7% for white males of the same age group; the rate for minority males in 1978 was 34.4% compared to 13.5% for white males in the same age group.

The position of the APGA is that we support S-2385 and similar initiatives designed to foster meaningful youth employment. We are particularly encouraged by the fact that Title II of this bill creates programs to give disadvantaged secondary school youth basic educational and employment skills.

Numerous guidance activities are fortunately spelled out in this Title, as well as throughout the bill. For example, the terms guidance, counseling, and counselor appear at least fifteen (15) times in S-2385. A major concern however of our Association is that qualified counselors serve an integral role in the coordination and fulfillment of these responsibilities. It is essential that counseling youth on vocational and career guidance concerns requires a high degree of competence, for it can involve a very complex set of personal considerations.

The school counselors role is an extensive one. The pivotal role which counselors play in student development is noteworthy as counselors work to provide the necessary support to prepare our nation's youth for meaningful work experiences. Some of these functions include:

1. Utilizing counseling strategies to help youth to become cognizant of personal attitudes and interests.
2. Helping youth to develop personal planning and decision-making skills through individual and group counseling.

3. Assisting youth in the identification, acquisition, evaluation, and use of self-occupational, and educational information.
4. Assisting youth in recognizing and assuming individual responsibility for their own career planning.
5. Administering and interpreting measurement devices (aptitudes, interests, values) needed in career development.
6. Assisting students in obtaining preplacement/employability skills, including such activities as filling out employment applications, interviewing, sampling work experiences, and developing work related interpersonal skills.

The need for strong counseling dimensions in youth employment programs is clearly documented and substantiated in numerous reports and studies. The final report of the Vice President's Task Force on Youth Employment sets forth four (4) major recommendations. They include:

1. To improve targeting of youth employment programs.
2. To create stronger linkages between school, employment, and training programs.
3. To develop skills training for older youth.
4. To promote work experience and career counseling for younger teenagers.

This report served as the basis of the President's new Youth Act of 1980, what he has classified as a top domestic priority.

Seven (7) central principles emerged from the work of the task force. These findings form the basis of a series of principles which should underlie the shaping of our legislative proposals. Several of these principles have a direct linkage to the role of the counselor in facilitating youth employment.

Three of the principles having obvious counseling linkages include:

1. For a high percentage of those at risk, the lack of basic skills--communication, comprehension, and computation--is the most serious barrier between them and successful labor market entry.
2. Significant numbers of youth lack a resume which reflects credible work experience and development of appropriate work habits. We must combine our efforts to develop basic skills with efforts to develop opportunities for work experience.
3. Rapid change and increasing complexity in the labor market require that we place renewed emphasis on the availability and reliability of labor market information for young people and their parents, and for those teachers, guidance counselors, and others who assist them in making career and education choices. We must also strengthen supportive services that link young people with jobs; we must especially continue to develop community networks of support.

Several studies have documented the effectiveness of guidance and counseling for in-school youth. Baty (1969), Coleman (1969), and Eldridge (1974) discovered significant improvement in self-concepts of students exposed to various counseling treatments. Many people argue however that self-concept is a difficult construct to measure; we therefore focus on some studies which have more quantitative outcomes. Let us take school achievement for example. Mann (1969) and Purkey (1970) found marked improvement in achievement among students participating in various guidance activities. In the area of school attitude and adjustment, positive results were identified in studies (William and Cole, 1968) aimed at improving school attitude. In one study, school anxiety was found to decrease significantly with counseling (Miller, et al., 1972). The U. S. Office of Education found 47% fewer dropouts and 50% fewer failures in schools having adequate counselor/student ratios (Wiggins, 1971). Herr (1979) further conveys the long-term gains from exposure to guidance. In follow-up studies of high school students, 2 1/2, 5, and 10 years after high school, comparing those randomly assigned to extensive counseling and guidance services in high school (experimental) with those who were not excluded from such services but for whom no special efforts were made to involve them (controls), differences were found. Among such differences, experimental students had better academic records both in high school and after; they had made more realistic and more consistent vocational choices; they had made more progress in their employment; they were more likely to have entered college and to have been graduated; and they were also more satisfied with their lives.

The transition to work and work adjustment can often be a difficult experience for teenage youth. This is especially true for the first time employee. The evidence suggests that:

1. Guidance and counseling processes can help the young worker to sort out available work choices, consider personal commitments to work, and develop ways of deriving feelings of psychological competence in the work place.
2. Young workers who have been trained in job-search and interview skills and communication and human relations at work are more likely to make an effective transition to work than workers who have not.
3. Behavior rehearsal in which young workers can act out or role play with a counselor specific work-related social and interpersonal problems is more effective in resolving such problems than direct advice.
4. For young persons--disadvantaged and others--preoccupied with economic issues, guidance and counseling focused on job placement

is more effective than broader matters of work adjustment until after the persons secure a job and begin to work.

5. Disadvantaged youth who participate in counseling are more likely to achieve salary increases and job satisfaction than those who do not.
6. Guidance and counseling for disadvantaged youth is effective when linked to a direct service such as job placement. In many circumstances, until the economic situation of disadvantaged youth is improved, the possibility of helping such youth with other areas of concern is unlikely.
7. The combination of counseling with the use of indigenous role models who have succeeded in educational and occupational options is effective with inner-city youth.
8. Comprehensive programs involving self-awareness activities, job-seeking skills, and peer interaction through group sessions, counseling, career materials displays, and testing and information meetings cause observable, positive changes among youth.

As previously mentioned, self-concept, school achievement, school attitude and adjustment, school anxiety, drop-out rates, have all been improved when effective counseling techniques are fundamental aspects of school programs. To compliment the guidance dimension of youth employment programs, it is suggested that assurances for qualified and competent counselors in both school and non-school programs not go overlooked. The individuals who provide the various guidance functions should be titled as is appropriate to their level of training. Our youth have the right to know if they are being helped by an interviewer, a paraprofessional, a technician, or a professional counselor. In this regard, we wholeheartedly believe that the recipients of C.E.T.A. programs would benefit from having professional counselors similar to those in school-based programs.

As in the case of both work and classroom attitudes, many dynamics exist. It is not always the "I.Q." that is important, and certainly it is, but often it is the "I will." The attitudes of our youth play an integral role in their success or failure in the work place. Our youth must possess a desire to work and they must have faith in their abilities. Without reasonable confidence in your own powers, it becomes exceedingly more difficult to be successful and happy. A sense of inferiority and inadequacy interferes with the attainment of your hopes and desires; but, self-confidence leads to self-realization and successful achievement. The degree to which our youth successfully acquire basic skills is contingent on the degree to which they are motivated to obtain these skills. There must be a desire to overcome any and all learning obstacles. Because of the importance of mental attitude, it is suggested that a dimension of youth employment programs emphasize a strong program in positive thinking abilities. It is essential that not only do we believe in our youth, but that they believe in themselves. Counselors can make a difference through facilitating personal development exercises and activities designed to foster positive mental attitudes.

The following section consists of specific language changes which are recommended to strengthen various components of S.2385.

1. TITLE I - YOUTH TRAINING AND EMPLOYMENT PROGRAMS SEC. 102 STATEMENT OF PURPOSE Page 2, Line 12, after work experience, insert career guidance and employability skill development.
2. Title I, Sec. 412 (d) Prime Sponsor Basic Programs, Page 18, line 13, delete the word may and insert should.

3. Title I, Sec. 412 (d) PRIME SPONSOR BASIC PROGRAMS, Page 20 after line 25, insert a new subparagraph six (6) The prime sponsor shall provide assurances that there will be an adequate number of professionally trained and qualified counselors to provide the services stipulated in section 412 (d) (1) through (11) pages 18 and 19.
4. Title I, Sec. 422 (e) (2), Page 33, insert between lines 15 and 16, (C) programs specifically designed to meet the career development employability and occupational needs of urban and rural youth described in subparagraph (2), sections (A) and (B) above.
5. Title II - DEVELOPMENT OF INITIAL SCHOOL PLANS. As a representative of an Association which is concerned with appropriate counseling of all individuals, we view with some concern Title II DEVELOPMENT OF INITIAL SCHOOL PLANS, Sec. 207 (c) RANKING AND SELECTION OF SCHOOLS on Page 56. Specifically, we fear the misuse of this ranking information to the extent of its possible discriminatory impact. For example, will this information be utilized to rank schools in terms of academic desirability of its graduates by prospective higher learning institutions and employers? It is recommended that assurances be established to insure that information be held in strict confidentiality.
6. Title II, Sec. 207 (e) after subparagraph (11), Page 59, between lines 16 and 17 add a subparagraph (12) Plans to include career development, employability skill development and career guidance programs.
7. Title II, Sec. 209 LOCAL DISTRICT ADVISORY COUNCIL, Page 65 after line 3, add subpoint (9) counselors.

8. Title II, Part C - GENERAL PROVISIONS, Section 258 (a) RESEARCH AND DEVELOPMENT, Page 88, line 15, insert after the word teachers, counselors.

9. Title II, Sec. 260 DEFINITIONS, Page 92 after line 25, add the following subparagraphs (o) The term "counselor" means a certified or professionally trained professional skilled in personal, social and human development, learning psychology, career development, consultation, and counseling. (p) The term "career guidance" means providing for information and experiences, to assist individuals with their career development. (q) The term "career development" means those aspects of the continuous unbroken flow of an individual's experience that are of relevance to such individuals entry and progress in educational, vocational, and avocational pursuits, and (r) The term "career education" means an educational process designed to increase the relationship between schools and society as a whole: to provide opportunities for counseling, guidance and career development for all children; to relate the subject matter of the curricula of schools to the needs of persons to function in society; to extend the concept of the education process beyond the school into the area of employment and the community; to foster flexibility in attitudes, skills, and knowledge, in order to enable persons to cope with accelerating change and obsolescence; to make education more relevant to employment and functioning in society and to eliminate any distinction between education for vocational purposes and general or academic education.

I am including a copy of our APGA policy paper on Youth Unemployment which appears in the House Committee on Education and Labor document on Problems of Youth Unemployment (1980).

I am also including a position paper developed by the National Vocational Guidance Association, a division of APGA, which discusses the contribution of Guidance and Counseling to the Employability of Youth in greater depth than I have outlined in this testimony. I respectfully request that these reports be entered as a part of the hearing record.

Unless we can curtail the spiraling youth employment dilemma, the Mt. St. Helen's of the future may be our nation's urban cities exploding from the ashes of the unemployed. There is no progress without struggle. We face some dark and difficult days ahead; yet, I am confident that the strength and vitality of our nation will prevail and a ray of light awaits us at the end of the tunnel of joblessness.

As I conclude, I leave you with a proverbial message which in its divine and spiritual genesis evolved from the good book. It reads, "Without counsel purposes are disappointed: but in the multitude of counsellors they are established." (Proverbs 15:22) Let us join together to establish a nation of youth employment.

Thank you.

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Policy Paper Submitted by the
American Personnel and Guidance Association

on

YOUTH UNEMPLOYMENT

to

United States House of Representatives
Committee on Education and Labor

Subcommittee on Elementary, Secondary and Vocational Education	Subcommittee on Employment Opportunities
Carl D. Perkins, Chairman	Augustus F. Hawkins, Chairman

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APGA POLICY PAPER REGARDING YOUTH UNEMPLOYMENT LEGISLATION

INTRODUCTION

The problems and issues surrounding the chronic unemployment of youth, especially disadvantaged youth, are multiple and complex. The American Personnel and Guidance Association (APGA), representative of counselors in thirteen settings and functions, recommends that policies be established which ensure that all children and youth--especially disadvantaged children and youth recipients of federal funds through programs funded with federal dollars--have access to professional counseling services and comprehensive guidance programs. Children and youth need and benefit from planned assistance with their personal, social and career development. Such assistance increases the likelihood that they will have successful and productive lives, and is especially important as an intervention which can break the social, cultural, or occupational disadvantagement cycle with which they now must cope. Youth involved in guidance and counseling in these programs should not be discriminated against because of the time necessarily spent in such activities. That is, it should be permissable for youth in CETA programs to be subsidized for their participation in this program component as they are in the training and placement components. Furthermore, time spent in related guidance and counseling programs in the schools should serve as a legitimate element in the student's accumulation of academic credit.

Because our professional responsibilities focus on helping individuals and on representing them to the system of which they are a part, and because counseling and guidance programs now exist or are permissable in both the nation's educational systems and the employment and training systems created by the government, this paper will address the need for a Guidance and Counseling Policy by exploring all three of the questions raised by the Subcommittees in their letter of invitation. From our vantage point, we understand some of the root causes of youth unemployment and know that preventative guidance and counseling could mitigate the prevailing symptoms of these root problems.

We would therefore propose certain improvements in the laws and regulations associated with these programs, especially the programs jointly administered by Education and Labor.

DANCE: PROGRAM AND CONCEPT

A comprehensive guidance program is one in which each individual contacted in the program is helped to maximize potential, to overcome barriers, or to learn to compensate for certain deficiencies. In brief, a guidance program is devoted to assisting all program participants with their personal, social and/or career development. Personal development includes helping individuals become aware of and respectful of themselves and to develop self-esteem. Social development includes learning how to relate well with others, with institutions and with the community at large. Career development includes learning about themselves as workers, their work-related interests, attitudes and aptitudes, the world of work, such as the work habits that are required and the make-up of the labor market; and includes developing the skills necessary to become a part of the labor force, such as skills in information-processing, decision-making, job-seeking, getting and finding, and job-related social skills.

A good guidance program is one which is systematically planned and designed and is based on helping participants meet specified behavioral goals. It is one that is supported both administratively and economically in the institution where it is housed. It is one that is designed, administered and implemented by trained professional and paraprofessional counselors and other staff members in roles appropriate to their competencies, and with competencies appropriate to their roles.

Counseling services are a vital part of guidance programs and are needed by some participants in a program. These services help individuals through difficult periods in their development, whether their difficulty is caused by their own needs or by external factors (e.g., their family, their environment). The competent counselor helps an individual to understand and deal with normal growth stages as well as the troubling situation.

Counselors, whether school counselors, employment counselors, rehabilitation counselors or public offender counselors, can in fact help their counselees. The APGA CETA Task Force Report[1] includes results of surveys in seven states which show that in the Employment Services counseled applicants, although beginning with more employability barriers, had nearly double the placement rate of uncounseled applicants. This was true across applicant populations regardless of disadvantagement. At the National Association of County Manpower Officials' Annual Conference in 1979, CETA Youth Program operators documented ways in which increased increments of counseling and guidance led to better problem-solving skills in their clients and higher frequency of job placement for those clients. A successful YETP In-School Youth Program in New Castle County (Delaware) attributes its 72% placement rate to the use of credentialled school counselors in a specifically designed career gudiance and counseling program.[4] A review of educational research revealed projects in nine locations in which school-based career guidance programs and counseling services were provided and helped disadvantaged youth successfully complete their education, prepare for and obtain employment.[10]

ROOT CAUSES OF YOUTH UNEMPLOYMENT

Many of the causes of youth unemployment rest with the nature of youth itself. As all of us who have gone through it know, growing up is a struggle under the best of circumstances, and without assistance by concerned adults it can be that time when youth become alienated, misdirected, or conditioned to failure. Childhood and youth, by definition, are stages in which people become aware of themselves and the world around them. When this awareness and exploration is guided, the process is a lot smoother and the results are more positive than if left to chance. The public systems which have been established to help children and youth must assist with this guidance, especially in the early adolescent years when youth are typically looking for validation from people outside of their families. Furthermore, most youth resist early career decision making; thus it is not developmentally inappropriate for 16-22 year olds to still be exploring the world of work through job sampling: jobs which may not have yet won their commitment as a chosen career. One scholar in our field indicates that this is an essential precedent for youths finally identifying and settling into their appropriate niche in the world of work.[3] This exploration is almost always characterized to some degree by learning through failure, that of quitting or losing one's job and starting all over again.

Another inherent quality of youth is that they are most often idealists. We must recognize that in America today the work a person performs fills economic, social and personal needs. Economically, it allows the individual to buy the goods and services he/she requires. Socially, one's work offers an individual a ground for meeting others and establishing a place in the social strata. Individually, work gives a basis for self-respect, helps establish personal identity, and provides the means for exerting some control over the environment.[11] Youth want jobs that are worthwhile to themselves and to society; those that give them autonomy, responsibility, variety and chances for advancement; those that are interesting and expressive of their individuality. But paradoxically, youth tend to be cynical about the adult world. They tend to deny the altruistic motives of adults and the ethical standards required in jobs and by employers. They tend to negate the value placed by employers on loyalty, dependability, punctuality and such.

Given that the above are true for all youth to some degree, we must consider how disadvantagement adds to the unemployability of some children and youth. Some researchers argue that the only reliable predictors of unemployment are family background and intelligence.[3] These studies imply that genetic factors and early childhood experiences are crucial to an individual's development as a worker. Thus disadvantaged youth are more likely to be in a come-from-behind situation in the employment area than the typical youth.

But disadvantagement comes in a variety of forms: economic, cultural, educational, mental and physical handicaps, and social as expressed through delinquent and criminal behaviors. A colleague of the writer who works with programs for disadvantaged youth states that "the common denominator of disadvantaged youth--no matter what their disadvantage--is that they have not experienced success." This is stated similarly in the Annual Report of the Orange County (California) Manpower Commission Youth Programs "The CETA youth are 'severely disadvantaged.' They have histories of failure, of rejection (both of self and society), and of incarceration."[8] As a result of failure and rejection, as President Carter said in signing YEDPA in 1977, the young people for whom these efforts are addressed are vulnerable to "a feeling of despair, discouragement, a loss of self-esteem, an alienation from the structure of society, a lashing out against the authorities who are responsible."[7] As a result of failures in exploring the work world, young people lose more confidence in themselves and lose more faith in the nation's economic and social systems. Here causes become effects and effects become causes.

One final characteristic of disadvantaged youth that contributes to their unemployability has been verified in the Job Corps experiences. Youths' failures in the work world are most often not due to their lack of skill, but to their inabilities to get along with others, to deal with authority and to acquire socially acceptable work habits. It is often stated that more people get fired from jobs because of their inability to get along with their fellow workers or with their bosses than for lack of specific vocational skills.

Other causes of youth unemployment lie in the needs of youth. To again cite the Orange County Youth Programs Report:

> the fundamental problem [that employers and CETA Youth Programs have not solved is that] of meeting the *basic needs* of youth in this target population.[8]

These needs can include academic skill development, vocational skill development, money for household support, attitudinal adjustment, development of the skills to adjust to circumstances, and/or development of self-confidence and cultural pride. As Coleman reported in 1964, minority youth have a particular need to feel that they have some mastery over their environment, and that they can exercise some control over their own destiny.

A contributing factor to youth unemployment is the vestiges of discrimination that still exist. Although major strides have been made toward equality of opportunity for everyone, expressions of prejudice are still seen; specifically, many employers are resistant to work with young people because of the very characteristics of youth that cry out for their help. In this sense all youth are disadvantaged. In other instances, key adults are reluctant to work with disadvantaged people of any age because of their differences; for example the prevalent resistance of employers to hire the handicapped. Much of this resistance stems from ignorance due to lack of exposure, awareness and understanding.

Employers' expectations of young job applicants are seldom met by the youths who most need employment. At a conference built on a concept encouraged by the National Alliance of Business, private sector small business people came together with educators to explore some of the ways in which we might work together to better prepare youth for work. What employers look for in potential employees are such things as problem-solving abilities, maturity, objectivity, social skills, good work habits, ethics and values, dependability, loyalty, belief in the free enterprise system, and a commitment to work.[9] On the other side of the coin, a youth member of a Prime Sponsor Youth Council suggested that a contributing factor of youth unemployment is the attitudes of employers: "They judge kids from their own values rather than considering the kids' point of view." Bridges need to be build to close this gap.

The basic change employers seek relates to youth's unreliability in attendance. They have high absenteeism and frequently unexcused lateness. Employers also cite some prevalent attitudes demonstrated by young workers which make them "difficult to work with." They see youth as being unrealistic about the work world and about their own value to it. When an assignment becomes difficult, the typical youth will say "I quit." or "I can't." When asked to complete a task by a supervisor, many youth react with a "Who are you to boss me around?" attitude.

HOW A GUIDANCE AND COUNSELING PROGRAM IMPACTS THESE ROOT CAUSES

Good guidance programs help children and youth learn about and cope with their own natural development. Youth can be guided through the explorations characteristic of early job experience. Younger children can be guided through that period when their basic work habits and personal ethics are developing. Adolescents can be guided through that period when their ideals run head on into adult realities. Children and youth can be helped to learn the importance their work will have on their personal and social as well as their economic lives. Youth can be guided through the process of identifying and getting jobs that meet their needs, interests and aptitudes and which also meet society's needs. Children and youth can be guided through the processes of developing self-esteem, learning how to relate with others, dealing with authority, and clarifying their own values and understanding those of others. Youth can be helped to become independent, purposeful contributors to society.

Today's youth deserves this help. If a young woman needs to earn money to support a family, she can be referred to the appropriate place to get it. If a young man does not know how to read, he should receive the tutoring he needs. If a child needs help adjusting to a difficult family situation, that child should be counseled. If a young person cannot cope with the disabling effects of physical or mental handicaps, restration and counseling should be provided. If a group of children do not feel pride in their racial or cultural heritage, they can be helped to develop it. Identifying needs, referring to appropriate service agencies, counseling, and group work are each functions of a comprehensive guidance program.

Counseling services help children and youth eliminate or minimize the barriers created by various kinds of disadvantagement. Counselors have the knowledges and skills needed to help children and youth recover lost self-esteem, develop self-confidence, affiliate with society and understand legitimate authority. Counselors help youth deal with and learn from failures in the work world and to carve out what will ultimately be successful career niches. Counselors help all individuals deal with their own feelings and those of others, their own interests and those of others, their own values and those of others For the child or youth who is without a consistent or healthy parent or other adult, counselors are the mentors, the close friends, the models. A youth on the Orange County (California) Youth Council said it best: "Real counseling is an affiliation between two people. That's what it takes to make real changes in kids." Again, the needs are verified in the Orange County Youth Report:

> All programs stress the need for much more counseling, both personal and career. Most barriers to learning and adjusting were found to be non-job related, and therefore called for supervisors with the sensitivity and understanding to counsel an alcoholic youngster, a kid who had been "busted" over the weekend, or one who had been kicked out of his or her home. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet.[8]

Counselors can also help facilitate the societal or systems changes that are called for. A basic flaw in both the educational and the employment and training systems is a lack of focus on the clients as individuals. In their role as client advocate, good competent counselors are needed in the administration and planning of the programs carried out in these systems. Counselors help a system stay mindful of its clients, and can help build the bridges that improve the communications between families and schools, between employers and schools, and between employers and youth. The cornerstone of the counseling profession is the belief in and respect for the integrity of each individual. Thus, counselors can continue to help individuals gain knowledge about and sensitivity to each other in the ongoing efforts to eventually rid society of discrimination and unwarranted bias.

RECOMMENDATIONS FOR IMPROVEMENTS IN THE EDUCATIONAL SYSTEM

When difficult school issues are studied in depth (e.g., campus violence and vandalism, truancy, discipline, racial integration, learning improvement), recommendations invariably include an increase in counseling services to help individuals and groups of children and youth by attacking the problem at its roots: within the individual and at the base of the system. The need for counseling is felt at both the elementary and the secondary levels: the former for prevention, the latter for problem reduction.

Studying the problem of youth unemployment, the same recommendations should be made as part of the solution. Schools are the natural repositiories of the youth population and are thus the best place to impact the youth unemployment problem at both the preventive and remedial level. Comprehensive guidance programs staffed with competent school counselors and paraprofessionals who have realistic caseloads and appropraite support should be established. The funds available to support such programs from the various ESEA Titles, from the Vocational Education Act, from the Rehabilitation Services Act, and from CETA should be utilized in a concerted manner to expand programs and staff where they currently exist or to put them in place if they do not. The task of attacking this difficult problem should not be dumped in the lap of the already over-burdened existing counseling staffs. Appropriate staff development provisions should be made to update the competencies of current practitioners.

YOUTH UNEMPLOYMENT POLICY PAPER

RECOMMENDATION FOR IMPROVEMENT IN THE EMPLOYMENT AND TRAINING SYSTEM

The premise behind these recommendations is that the guidance and counseling component of the CETA programs should not be just an allowable service, but a required component of equal priority with training and placement. Thus we recommend the enrichment of the guidance programs and counseling services offered the CETA youth participants. Presently the typical guidance functions (outreach, recruitment, orientation, registration assessment, counseling, job search assistance, referral, job placement and post-termination services) are offered disjointedly if at all. We believe CETA participants would benefit from having counselors help them move confidently and successfully through the system. Typically, skilled counselors are not available in existing programs. Financial incentives need to be awarded for this key function.

Secondly, the people who provide the various guidance functions should be titled as is appropriate to their level of training. The client has the right to know if he/she is being helped by an interviewer, a paraprofessional, a technician or a professional counselor. Existing staff should participate in training activities to add to and enrich their competencies.

Thirdly, the inclusion of guidance professionals in the planning and oversight bodies of the employment and training system would do much to improve the guidance functions of this system, as well as to help the system keep focused on its clients. APGA and its Divisions have affiliates in all states and could nominate expert individuals for these tasks.

Finally, linkages among employers, trainers, related agency service providers, the CETA implementation system and the educational system must be improved. Much energy is wasted or spent inefficiently because of the complex nature of this system and its interrelatedness with so many other entities in a local community. Some order should be brought to the chaos of councils.

CONCLUSION

Policies should be established which mandate, encourage, and provide support for comprehensive guidance programs and counseling services in the educational and employment and training systems. All children and youth in every elementary and secondary school and in every youth employment and training program should have the benefit of systematically planned and delivered guidance programs and receive the counseling services they require so that successful application of their employment potential can be significantly increased.

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The Contribution of Guidance and Counseling
to the
Employability of Youth

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INTRODUCTION

The Carter Administration's recognition of the national crisis in youth unemployment, particularly its incidence among disadvantaged minority youth, has provoked the Executive Branch to question the limited value of amending existing social program legislation. What is now being proposed by the White House is a free-standing bill which will attack this problem through two major and concurrent initiatives. The Department of Education will address the in-school youth who, without appropriate intervention, threaten to become part of that unemployment statistic; the Labor Department will increase the quality and scope of its efforts with youth who are out of school. Program distinctions and turfs within each agency will be pointedly blurred, it not sacrificed, to the end of reaching these youngsters with large concentrations of direct services. Should this long-range mission succeed, 3 million adolescents will be spared the social outcast role now experienced by the recipients of massive welfare and rehabilitation efforts: programs which seldom recover their costs in terms of capacitating autonomous, purposeful, and productive members of society.

Education's Role

For the first time in recorded legislative history, the educational establishment, in its entirety, has been assigned a major leadership function in this effort. Its contribution is seen as a dramatic departure from a tradition of largely covert or fractional investments in a cause considered by a majority of educators as outside their realm of influence. These involvements: among them Career Education and Vocational Education, - appear to have been most effective with those youth who are relatively free of the disadvantagement of hard core poverty; of incipient or disabling educational, emotional, or physical handicaps; youth who are - in fact - sufficiently motivated to attend school and to select from these alternative educational approaches those which were most attractive to them.

Clearly, the Executive's intent in this instance is to shift Education's enormous resources and energies to searching out those youth for which these and similar programs cannot be sufficient in/and of themselves. Its broader challenge is twofold: to halt the growing baggage of impoverishment associated with untreated academic skill deficiencies, and to transmit a construct of employability which places as much emphasis upon personal and social skills as it does upon the acquisition of generic or specific job competencies. To these ends, one particular resource - expert, available, and cost-effective, - is being proposed as essential to this effort. The task of this paper will be to underscore the central importance of guidance and counseling to the resolution of this national problem.

Part One: The Evidence

In a recent study undertaken by the National Institute of Education a group of scholars made up of legislators, forensic scientists, educators, sociologists, philosophers, and counselors grappled with the task of identifying and proposing resolutions for the most pressing social, educational, and occupational concerns of the eighties. Among the issues they addressed were minority youth unemployment, the aging of America, the restructure of the secondary school, the growing demand for lifelong educational and career access, the needs of special populations -including females, the handicapped, the poor, and the foreign-born; each couched in terms of a future in which scarce resources will mandate the test of cost-benefit to their proposed solutions.

An unmistakable pattern in their recommendations was the affirmation of a strong guidance and counseling presence wherever and whenever youth and adults are to be educated, trained, or rehabilitated. It is particularly appropriate here to highlight the evidence persuading them of this presence as a contributing factor to youth employability and to supplement these data with documentation obtained from other sources.

In his comprehensive study on the cost-benefit of guidance and counseling, Herr (1980) notes that it is equally important to determine the implied as well as specific economic effectiveness of guidance programs. Such measures need to include monetary as well as non-monetary benefits. The following elements are those he describes as representative of such benefits:

Private benefits -- Those received by individuals in the form of improvement in scholastic achievement, less dependency on drug use, increase in labor market activity.

External benefits -- Those benefits incurred by a third party (family, employee, school) which derive from the changed behavior of the individual. For example, if a school counselor were successful in preventing 10 students per year from dropping out of school, the school would continue to receive the State reimbursement associated with some weighted form of Average Daily Membership. And, if the State Aid Ratio is $910 per student per year, retention of these 10 students would represent an economic benefit of $9,100 minus the estimate of costs to achieve such a result.

Social benefits -- Those benefits which go beyond private or external benefits but accrue in broader terms to society as a whole are social benefits. Examples might include reductions in psychological injuries or general social anxiety or inconvenience to other persons from specific individual behavior.

While many of the benefits of guidance and counseling can be measured in monetary forms, many others cannot. Changes in personal satisfaction, feelings of competence, or improvements in inter-family functioning are difficult to monetize even though they are clearly outcomes which derive from the application of guidance and counseling.

As compared with traditional forms of process or outcome evaluation, these can be considered impact evaluation indices. Such indices might include changes in:

Future welfare payments
Work loss, absenteeism, or unemployability
Drug use
Incarceration
Socially undesirable behavior

School attendance
Scholastic Performance
Mental illness
Medical treatment
Earnings Differential

Impact evaluation of the primary prevention aspects of guidance and counseling includes the costs which might otherwise arise from treating or curing the dysfunction and the negative effects which accompany it (McDonnell, Swisher, Hu, 1979). The estimation of such benefits is often more difficult than is the estimation of costs. Such programs cannot be dealt with in the limited terms that are true of a pure experiment with finite samples and controlled conditions. Nevertheless, if the potential of guidance and counseling is to be fully accepted and understood by policy makers and by practitioners, such analyses must be put forward.

Sussna (1977) has examined the question of measuring the benefits of a community mental health center. He begins from the "national view" of the costs and losses resulting from mental illness. His estimates for the year 1976 are as follows:

Losses of Productive Activity:

Reduced output by the labor force	$28.60 billion
Loss of homemaking services of women	1.94 "
Reduction in unpaid activities (volunteer work, recreation, etc.)	.48 "
	$31.02 billion

Sussna contends that the $31 billion figure cited is a conservative estimate of the production lost and, therefore, the potential social benefits of improved mental health. This is true because he believes that the values of homemaking services and not-for-pay services are understated. It can also be argued that many of the important outputs of community mental health centers, like other guidance and conseling settings, are preventive of the future losses we associate with the unemployed, the underemployed, or the malemployed young adult -- whether disadvantaged by race, sex, handicap, or educational deficiency.

It is important to point out that Sussna's estimates of the far lower costs of treatment and prevention (7.86 billion) can be even more dramatically cut in the school or educational construct (to less than .5 billion) because neither inpatient care nor outpatient facilities would be involved.

Results of Guidance; Some Illustrations of Need and Consequence

-- In combatting alienation:

1 -- In a Baltimore project providing counseling and support services, non delinquent youth were matched by age and background to pre-delinquent and potentially delinquent children. It was found that in comparison to a control group, those exposed to this program had a lower rate of recidivism for truancy, runaway, and ungovernability (Mayor's Office of Manpower Resources, 1974).

2 -- A program of short-term behavioral intervention with families of delinquent males and females was found to significantly increase family interaction and reduce recidivism (Alexander & Parsons, 1973).

3 -- A counseling program specifically combined with supportive instruction has been found to be successful in motivating truant, low income boys back to regular attendance in school (Grala & McCauley, 1976).

4 -- Male (N = 321) and female (N = 23) offenders enrolled in adult basic education, general educational development and vocational courses in eight Pennsylvania correctional institutions concluded that a lack of sufficient counseling services was a problem. They ranked career counseling as number one among seven needed services (Lewis & Boyle, 1976).

-- In building self-esteem:

1 -- Adolescent Black males who have been assisted to decide upon vocational objectives have been found to have more positive self concepts than do those who have not (Jones, Tailt, Washington & Silcott, 1975).

2 -- In one Chicago school district, a counseling program was designed to improve the self-esteem of students in hopes that it would reduce the number of school dropouts which previously had been shown to average 9.2 percent in the secondary school. It was found that as a result of the individual and group counseling in the program there was a significant reduction in the dropout rate. Because of the success of the secondary school program, a similar but modified counseling approach was instituted in the elementary schools. Among the results were a mean improvement in excess of 10 days per semester in attendance which represented a minimum increase of 4,350 instructional hours for the students involved; 77.4 percent of the pupils improved on a measure of pupil conduct and social adjustment; there was a significant increase in general achievement and in reading among the students involved in the program (Bennett, 1975).

3 -- Inner city male youth served as indigenous role models to youngsters in a Philadelphia Day Care Center. Positive changes in attitude and behavior were observed in the male role models by their mentors and teachers. Both these youth and the younger children agreed on the need for increased counseling in the program (Pittman, A. and McWhorter, S. 1974).

-- In improving academic achievement:

1 -- In Philadelphia, a counseling service project has been established to provide remedial and preventive services as needed by ESEA Title I eligible children in participating schools. Counselor teams work closely with teachers, principals, and parents in providing psychodiagnostic and counseling services.

They share mental health principles and practices (e.g., classroom management, child development) with teachers and parents to enhance the positive development of the children. Counselors also provide crisis intervention services as needed. Results have been as follows: teachers rated the services as "good" or "excellent;" of 378 parents who responded to a questionnaire, 90% said that the counselors helped their children; 81% of the 54 pupils who completed an individualized learning therapy program gained at least one instructional level (Philadelphia School District, 1976).

2 -- New York City schools have also reported similar findings to Philadelphia in their institution of the Auxiliary Services Program. In this program, counseling, remedial math, and remedial reading, as well as high school equivalency study were combined to focus on the academic achievement of Title I students who were two or more years below grade level. Students participating in these remedial programs showed statistically significant growth in achievement (Bertoldi, A. R., 1975).

3 -- Adolescent mothers receiving 12 months of concentrated counseling in parenting skills agreed to complete a high school or vocational program in a quid pro quo arrangement. Of this group, 65% fulfilled their contracts, with 59% of these females electing to continue their education in a college setting (Lewis, 1975).

4 -- A review of educational research conducted by a large state school system showed that when career guidance and counseling services were provided in the nine districts studied to a target group of disadvantaged youth identified in each location, 73% of these youth completed their education. Their employers imported their entry job skills as marketable, but gave higher marks to their academic standing and their personal confidence (San Mateo Educational Resources Center, 1979).

-- In Organized Guidance Programs for In-School and Out-Of-School Youth:

1 -- In one study a group counseling intervention was combined with teaching materials designed to aid students in improving their career maturity and decision making skills. High school students, both academic and non-academic in orientation, were involved over a ten week period. As a result of the program, student reported outcomes were that they now knew more about occupational choices (62%); could go about getting information (73%); could recognize their values and use them in making decisions (76%); consider and rank alternatives according to the ones that are best for them (68%); could make career decisions (82%); and, that they could see that their first and second occupational choices made before the program may not be the best for them (Egner & Jackson, 1978).

2 -- Female students exposed to a systematic career guidance class dealing with such topics as values clarification, decision-making, job satisfaction, sources of occupational

information, workpower projections and career planning are found to have greater gains on self knowledge and the relation of self knowledge to occupations, and to engage in a greater number of career planning activities than do students exposed only to individual counseling or to no treatment (Knosh & Grimm, 1976).

3 -- Teenage Women in Nontraditional Employment (TWINE) is operated by the Economic Opportunity Board of Clark County, Nevada. TWINE's goal is to familiarize low-income teenaged mothers with the skills and tools needed in construction trades and home weatherization, prepare them for apprenticeship tests and place them in jobs. So far, the young women have completed four home rehabilitation and weatherization projects. Part-way through the project there had been 200 apprenticeship placements, two referrals to other programs and two "non-positive" terminations. The most serious problem has been a lack of in-depth counseling to overcome the doubts many young women have about their abilities to handle construction jobs. Also, program officials note, many women lose interest in construction jobs when they get first-hand experience of the actual working conditions. (Sheppard, 1979).

4 -- All youth programs established in Orange County, CA reported the need for more counseling, both personal and career. Most barriers to learning and adjustment were found to be non-job skill related. "We need helping adults with the sensitivity and understanding to counsel an alcoholic youngster, a kid who has been busted, or kicked out. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet." (Orange County Manpower Commission, Nov. 1, 1978).

5 -- Computer-based career guidance systems using experimental and control groups of students have shown that targeted youth make larger gains in planfulness, knowledge of career resources, and the costs and risks associated with these options (Myers, R., Lindeman, R., and Thompson, A., 1975).

-- In Transition to Work; Search and Placement

1 -- The technology of job search counseling techniques was followed up with over 3,000 clients in nine major American cities. A consistent finding in the 6 cities where clients were matched with controls was that two-thirds of the clients instructed were able to find work as opposed to one-third (or less) of the controls. Virtually all of the successful counselees obtained jobs in less than 4 weeks while controls took 53 or more days to find work (Wegmann, 1979).

2 -- Mason (1974) has reported a number of studies done in various state offices of the Employment Service focused upon the question; Does counseling help people get jobs? In one study, 10,000 applicants were studied who had received an average of two

counseling interviews each during 1972-73 in one of four states: Iowa, Missouri, Utah, or Wisconsin. The study showed that in Missouri and Iowa, the placement rate for counseled applicants was twice that for all applicants serviced. In Missouri, 40 percent of those receiving counseling were placed in jobs compared with only 20 percent of all applicants. The comparable figures in Iowa were 53 percent and 27 percent. In Utah 41 percent of counselor assisted individuals were placed compared with 24 percent for all applicants.

In Wisconsin, the records of a random sample of recent applicants who had received counseling were compared with an equal sample of those who had not. Thirty percent of those counseled were placed compared with 16 percent of those who had not been counseled. It might be noted here as well that the outcomes of this study are particularly important because they refer to counseled applicants who were more difficult to place than those not counseled. In Wisconsin, for example, 64 percent of the counseled applicants had two or more employment barriers (such as being poor, disadvantaged, handicapped, school dropout) as compared with only 28 percent of the group not counseled.

Among disadvantaged applicants in Wisconsin, 38 percent of those who had received counseling were placed in jobs whereas none of the "not counseled" was placed. For the handicapped, the story was even more dramatic with 69 percent of those counseled being placed compared with none who received no counseling.

3 -- One program in Missouri which devoted forty weeks of intensive training to changing self defeating attitudes into self confidence as well as having the participants rehearse simulated job interviews resulted in 84.9% of the participants obtaining employment. Another related program concentrated on teaching unemployed persons (many of whom had been unemployed for 3 to 10 years) self-placement techniques which could facilitate their search for employment. Clients increased skills in writing application letters, preparing resumes, participating in simulated interviews, and assessing past experience. Employment was obtained by 80% of the participants (Aiken, et. al, 1976; Lazarus, 1966).

4 -- Philbrick (1975) surveyed the records of the Utah State Bureau of Employment Security for the year 1973-74. He found that those clients receiving counseling services were 57.4% more able to find placement than those who did not receive such service. It was also discovered that employability increased with the number of interviews conducted with the client.

5 -- Kunce, Miller, and Cope (1974) studied data from across the United States on the effects of counseling on rehabilitation clients. The results of their research indicated that both long term and short term counseling contact has advantages in rehabilitation but in differing directions. Long term interventions tend to correlate with higher salaries among

rehabilitants, while short term contacts tend to lead to more placements among those considered rehabilitated. In addition it was found that "the percentage of monies allocated for counseling and training tend to favorable influence final salary."

6 -- The U. S. Department of Labor's Manpower Administration (1974) reported on the findings of the Texas Counseling Research Project. This project, which studied the outcomes for 608 persons referred to counselors, indicated that approximately twice the number of the counseled persons were placed as compared to a non-counseled central group.

7 -- Frisby (1979) reports that within the Balance of State of Maryland (nine counties on the Eastern Shore and three Southern Maryland counties) a total of 373 economically disadvantaged in-school juniors and seniors are receiving employability development training and work experience. The success of these programs has been attributed to the comprehensive guidance services that have supported the "hands-on" work experience. The emphasis on self-concept development, work and personal values, and on job seeking, finding, and keeping skills has resulted in an overall 75% placement rate for these "employable" youth. Frisby credits this placement rate to the identification and subsequent reduction of six barriers to employment: poor work habits, lack of occupational information, poor self-concept, unrealistic aspiration levels, lack of adequate role models, and limited exposure to assessment materials normed on similar groups.

Note: The writer wishes to acknowledge that many of these illustrations of counseling's effectiveness were drawn from a book chapter, in press, by Edwin L. Herr: The Demonstrated Effects of Guidance and Counseling.

Part Two: Elements of a Comprehensive Career Guidance System

A. The Ideal . . . for Many Students

Most career development theorists agree that systems evolve from a combination of identified needs, available resources, and the management skills of those who operate them. (Less often discussed is the power of those managers to restore depleted resources, to shift or modify system components, and to continually evaluate those systems as to their utility to their intended beneficiaries.)

While the model attached (Burtnett, *et al*, 1980) assumes the necessary resources, staff skills, and community involvement as a given -- it is a useful illustration of the expectations held of the counselor in terms of full services to an *entire* youth population. There are no explicit goal statements for the disadvantaged youth, for example, nor are certain skills of employability as defined by the proposed legislation, the National Assessment of Education Progress (1979), and Hoyt (1979) -- among others --identified as counseling objectives. That is, the transmittal or support of basic academic skills, good work habits, job seeking/finding/and keeping skills, skils in overcoming bias and stereotyping, skills in relating the work place to one's abilities and preferred life styles may only be *assumed* as a function of this and other traditional guidance models.

B. Model for Disadvantaged Students

Davidson (1980) has proposed a brave departure from the typical guidance program for these youth. In her model, counselors would serve as youth advisors and family counselors -- turning much of the actual youth-directed counseling over to the students themselves. Some excerpts from her thinking follow:

1. Counseling and Guidance

The nature of the counseling services proposed in what essentially will become a new version of youth employment legislation will be diverse and nontraditional. The focus will be on developing decision-making, problem-solving, and self-management skills; coping with change and engineering one's career and future. Counseling responsibilities will be delegated mainly to youth with consultation from professionals. They will focus on developing peer networks, self-help groups, advocacy roles. Guidance activities will include information collecting, analyzing and evaluating resource materials and planning dissemination strategies. Counseling and guidance services will also be provided by paraprofessionals, professionals, employers, parents, the clergy and community lay persons.

2. Parent/Community Involvement

The development and potential success of the proposed legislation is dependent on the support and cooperation of parents and the lay community. These are critical resources which would provide the credentials, reinforcement, and linkages necessary for its accountability as well as its success. They will be an integral part of the planning, development, and

[illegible]	LEADERSHIP COMPONENT	MANAGEMENT COMPONENT	DIRECT SERVICES COMPONENT	INDIRECT SERVICES COMPONENT
[illegible]	Involve educational staff and community resource persons in planning and designing activities Facilitate communication networks among appropriate populations	Assess student career development needs Apply program management concepts Assess the effectiveness of the existing career guidance program Establish program goals and objectives Design specific career guidance services and activities Coordinate career guidance program with career education and total educational thrusts in the institution Prepare budget Develop calendars and time lines depicting sequence of program activities	Plan and design activities and services to facilitate career development needs of students	Participate in the design of school and instructional activities which extend the goals and objectives of the career guidance program
[illegible]	Coordinate school and community resources Develop program support from administration, board of education, instructional staff, community and students Develop and implement a public relations system Provide input to curriculum revision	Manage the career guidance program Conduct staff development sessions	Counsel individuals and small groups Conduct student assessment (ability, achievement, interest, personality, etc.) Disseminate occupational and educational information Conduct career awareness, exploration and experience programs Operate student service activities (e.g., career center, job placement program, etc.)	Consult with teachers, parents and administrators regarding students Conduct information programs for parents and community representatives Provide direct input and technical assistance to persons implementing career education activities Conduct staff development training
[illegible]	Demonstrate exemplary career guidance program aspects	Conduct continuous evaluation of the career guidance program Monitor activities conducted by self and others Utilize broad-based input in the evaluation system (students, teachers, parents, etc.) Prepare and disseminate interpretive communication as to evaluation results Communicate findings to career guidance program decision makers Improve and modify the career guidance program process Identify exemplary practices, methods and techniques Conduct evaluation of the effectiveness of staff development training	Evaluate the effectiveness and value of specific career guidance activities and services	Disseminate findings from career guidance and career education programs to appropriate populations

[illegible]

implementation of this federal initiative at the local level. Although young people will be the key actors, they will utilize consultants for the expertise needed in many areas; they will negotiate with parents, school personnel, business, and industry for education and training services; they will "broker" the services of other programs and agencies; and they will provide a resource to help present programs and services in the community.

3. Business and Industry

Business and Industry are beginning to focus very actively on forecasting and projecting future needs and services. Their vested interests in increasing profits and improving the quality of the labor supply, combined with a desire to help young people, provide a timely opportunity to use this resource. Business and industry are concerned about youth development as an investment in addition to their commitment to fairness and equality. From the labor market projections for the 1980's, selected companies from the key-growth industries: steel, metals and mining; aerospace; instruments; publishing; paper and forest products; real estate and housing; leisure time and services, would be asked to participate with the parents and community in a Futures Employment Task Force. Coordinated planning by this task force would focus on minimizing the problems presently inherent in getting young people into the labor market. The goal would be to design the kind of training and education program that prepares youth for future occupations.

Program Model

1. Youth Planning and Development

An initial local planning phase will strengthen and further develop youth skills.

Through work teams, youth will assume much of the responsibility for the proposed program. Some participants will administer and manage. Others will do research and analysis of labor-market trends, deliver some pre-determined services to others in the community and offer other support services (clerical, maintenance). A Board of Coordinators will be a chief resource with members assigned to each team to serve as arbitrators, connectors with other teams and activities, and, if necessary, serve as the final authority to resolve conflict.

Also provided will be experiences equipping youth with the skills necessary to deliver counseling and guidance services to other youth, to become aware of and capable of initiating effective community resource development and utilization, to do a community needs assessment with appropriate planning and follow-through, and to initiate dialogue with and negotiate for education and training with the school system and private industry.

At the end of the training period, which should require approximately six months, these young people should have designed and be prepared to implement a comprehensive advocacy system. They should be able to provide specific services (guidance, tutoring, job development, brokering services) to other youth, perhaps by age groups: 16-18, 12-14, and 10-12. They could provide services for other groups, parents, teachers, senior citizens, community programs and organizations. Most importantly, they will have determined what the local labor-market future needs will be and will have initiated negotiations with businesses, industry and educational institutions to develop training/education and job opportunities in their community to meet these needs.

During implementation of programs, selected adult advisors could be instrumental in helping participants to develop and implement training designed to provide appropriate internships, to expand the resource network, and serve as teachers/counselors. They would develop one-to-one relationships with the program participants, helping them to shape and refine their personal "futures" scripts. It is anticipated that corporations/businesses will view this as a development of a skilled, highly motivated future labor supply, both for new job opportunities as well as replacements for workers who need retraining.

2. Parents and Other Community Members

Parents of participants enrolled in local programs would be particularly encouraged to become involved. In addition to inviting them to attend and participate in scheduled meetings, special newsletters, seminars, and telephone chains (A calls B with a news item; B calls C and C-D) would be utilized. They would be encouraged to provide their son/daughter with detailed information about their jobs, allowing them to spend a day or two with them there, and provide the information necessary to write a biography or family anecdotal record.

Retired and elder members of the community could also be tapped for consultation. Nonunion, experienced carpenters, electricians, and engineers could be used to teach special skills. Teachers and counselors could be called on to write proposals, edit reports, design training sessions, plan seminars, etc. These could be as paid consultants or in exchange for services youth could provide to the community, particularly with senior citizens (Davidson, 1980, p. 25-28).

C. The Actual Status of a Majority of Secondary School Guidance Programs

While most high schools can claim at least one trained and certified counselor, a fairly respectable library of educational and career materials, a space or office where counseling can occur, and confidential files (if any) may be kept -- rarely do these counselors enjoy:

- full or even part-time clerical or paraprofessional help
- sufficient space for group activity
- advanced systems for accessing career information
- the time necessary to work with students
- administrative support and priority
- authority to mobilize staff and community resources
- familiarity with labor-market trends and issues
- opportunities to upgrade their skills
- exposure to the sociology of occupations; the vocabulary of the work place, the employer, the labor union
- the funds needed to update their counseling tools, tests, and inventories to reflect culture-free and sex-fair advances

- sophisticated levels of ability in management, evaluation, and staff coordination, or
- sufficient understanding of and experience with those from other cultures, with different value orientations, or unique special needs.

Clearly, the discrepancy between the ideal and actual capacity of a typical guidance staff is a function of resource allocation (of time, funds, and professional development opportunities). The motivation to accomplish the apparently impossible dies hard in this group, however. Their suggestions and recommendations follow in a paraphrase of a California publication.[1]

Part Three: What the Schools Need to Assure Maximum Capacity Output from Their Guidance Staffs

A.

1. The administrative support necessary to incorporate guidance issues into the curriculum: Schedule program topics focused on student-identified concerns. Conduct independent guidance projects in the community. Offer race relations and human relations courses. Lead social studies research classes in which students compile information about the labor market.
2. The time needed to improve coordination with local community resource people: Identify career advisors, old girl/old boy networks, living witnesses; establish advisory committees, work with citizen activists, urban leagues, community agencies;

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[1] A majority of these recommendations were drawn from "Lost in the Shuffle: A Report on the Guidance System in California Secondary Schools, Santa Barbara: The Citizen's Policy Center, 1979.

identify work experience sites; help students set up their own businesses, peer counseling systems; arrange for their volunteer work with indigent and aging.

3. A policy which decreases the burden of clerical and administrative duties so as to in[illegible] counselor availability to students. Set up a system that l[illegible]udents register themselves for classes, conduct assemblies to explain graduation requirements, vocational training opportunities, work study and internship options. Offer time management training to counselors and administrators. Seek clerical resource help from business and computer science classes, through colleague CETA personnel, and parent volunteers.
4. The encouragement of student involvement and input: Develop student ombudsmen, information specialists, and a more equitable student government representation. Request student help in designing guidance services, identifying community services to be performed, establishing student performance codes, and in adjudicating their violation.
5. Provide incentives to schools which develop new roles for their counselors as Community Resource Coordinators.
6. Require school systems to submit plans which specify the resources needed to update the training, recruitment, certification and continuing education of their guidance staffs.
7. Provide funds to higher education institutions that commit themselves to: recruiting minorities into counselor training programs, developing counselor training sequences which equip future practitioners with the skills needed to reach work-bound

youth and adults; entering into cooperative agreements with local business and industry for internships, exchange programs; collaborative research on the discrepancy between job readiness and actual job availability.

8. Earmark special infusions of guidance funds, resources, and facilities to schools where disadvantaged students are present in large numbers.

B. Suggestions for Research and Exemplary Activities to be Supported by the Secretary of Education through Discretionary Set-Asides

Research on Youth Employability

1. Longitudinal studies are needed on the effects of school-based counseling interventions upon disadvantaged youth; how do these compare with community-based services to the same cohort in terms of meaningful job placement and mobility?
2. Career aspirations of minority females and males should be studied to compare their (a) source, (b) their realism, (c) their feasibility, (d) their durability, and (e) their capacity for modification by certain advocates and/or systems.
3. Study is needed on the differing effects on urban, minority youth of self-contained career guidance programs and those programs which combine career guidance with other services such as education, employment, family counseling, peer counseling, community service, etc.
4. Identify the most effective delivery systems for job training, job seeking, finding, and keeping skills as they relate to youth and young adults who are handicapped, disadvantaged, or members of a racial or ethnic minority group.

5. Design research that attempts to answer the following questions:
    a. What are the factors determining an individual's chances in today's labor market?
    b. Have federal laws made an appreciable difference in hiring patterns? in actual numbers of job openings?
    c. Does the vocational education system that worked once for a white male constituency still work today for black males, white females, black females?
6. Study is needed on the relationship of guidance services to later job status of vocational graduates, liberal arts graduates, and graduates exposed to career education methods of instruction.

Exemplary and Innovative Studies and Models

1. Involve youth, particularly minority youth, in the planning, implementation and evaluation of community resource development programs. Focus could be placed on employment, consumer awareness, economics, family life, health and nutrition, housing, and transportation.
2. Establish day care centers for the infants and children of disadvantaged teenage parents. Staff these centers with counselor supervisors, with the teen-age parents serving as paraprofessionals and aides.
3. Construct an ancillary teaching/counseling staff of service industry personnel. Arrange for their regular instruction on the need for communication and interpersonal skills in today's service-oriented economy.
4. Develop work experience sites in nursing homes, area agencies for aging, hospitals, and nutrition centers.

Summary

Readying disadvantaged youth to compete successfully with their more advantaged peers for unsubsidized employment must become the long-term objective of the Education title of the subject legislation. While the companion effort launched through the LABOR title will attempt to correct for these inequities of readiness in vivo, the Administration has properly assigned a first priority to identifying and treating their root causes among the in-school population of these youth.

Research suggests that the presence of a highly competent and resourceful guidance and counseling staff in each of the targeted schools and communities can increase the power of education to address these early symptoms--well before they become the entrenched human statistic provoking the present action. Because this profession's primary concern lies with the individual, its practitioners are better able to mediate connections made by the student between the ultimately personal decision that is employability - and the academic, social, and vocational skills that make up its substance.

Counselors have learned, through first-hand experience, that minority youth unemployment - unlike youth unemployment in general - cannot be attributed solely to lack of specific job skills, work motivation, or even the ability to communicate these accomplishments to potential employers. They have also learned that they and their colleague educators will need to employ radical new approaches if the perceptions of these youth that schools are detached, if not unsympathetic learning environments - are to change. Their own proposed contributions: among them the mobilization of community resources and peer support systems, heightened family contact, the use of indigenous role models, and a completely overhauled construct of job information, readiness, exploration, search, placement, and follow-up are but a few of the essential actions education will need to take if the cycle of disadvantagement is to be arrested in mid-course.

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Questions for Education Associations Panel

1. How do you feel about proceeding with this program in the face of proposed cuts in existing, successful education programs? Isn't this a situation of "robbing Peter to pay Paul?"

2. There are those who contend that the education title of this legislation would simply be putting money into an educational system that has already failed the students it seeks to reach and assist. How would you respond to this charge?

3. There is a lot of talk about benchmarks or certain levels of achievement that this legislation is expected to produce. What are the dangers that we might be raising public expectations beyond what we can reasonably expect a program of this nature to achieve?

4. The provisions of Title I in the Elementary and Secondary Education Act do not preclude assistance to secondary school students. What would be your thoughts on using Title I, perhaps with some refinement, as the basis for targeting of assistance of the nature proposed in the Youth Initiative?

5. Should we provide a separate program approach for school dropouts?

6. What kind of mechanisms exist today or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

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GOVERNMENT RELATIONS

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WILLARD H. McGUIRE, President
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June 25, 1980

The Honorable Claiborne Pell
Chairman, Subcommittee on
Education, Arts, and Humanities
325 Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Pell:

Thank you for giving me the opportunity to respond, on behalf of NEA, to your questions about the proposed youth employment initiative, S. 2385. I will treat the questions in the order you raised them in your June 19 letter.

1. We view the youth employment proposal and existing education programs as mutually supportive and not competitive for funding or for participants. S. 2385 would provide an additional tool designed to encourage cooperation among local education agencies (LEA's), prime sponsors, community-based organizations, private industry, and others for training youth for gainful employment. Futher, we believe that the "robbing Peter to pay Paul" argument used by some of the opponents of the youth employment measure is off the mark, since we see no assurance that existing programs will be adequately funded whether or not the new program is enacted.

2. The youth employment initiative is not a "business as usual" approach to providing programs. Although 80 percent of our 15-to-18 year olds actually do graduate from high school -- a higher rate of staying in school than in any other developed country -- the education they receive has traditionally been focused largely on the college-bound rather than on those who will enter the work force direct from the secondary schools. These latter students have perhaps been less motivated and less able to see the need for pursuing the traditional program. The youth employment initiative would greatly enhance our ability to develop and deliver courses or programs focused ex-

clusively on those previously less motivated and would provide education for jobs that are or soon will be available in the local economy. Thus it should be more attractive and useful to the non-college-bound student population.

3. Any benchmarks raising public expectations must be determined at the local level based on local resources and local perceptions of needs. Responsibility for any benchmarks would be shared by LEA's and prime sponsors. It is precisely this close cooperation at the local level which leads us to predict great success for the initiative: when ownership rests at the local level, pride and confidence in the program becomes a self-fulfilling prophesy. This is why it is so important that the state and federal roles be limited to review, comment, and assistance to the key agents at the local level, with no intrusion of state or national perspective.

4. While it might be technically feasible to revise ESEA title I to deliver the services contemplated in the youth employment proposal, such a course is a political minefield and thus not practical. Moreover, since ESEA is not due for reauthorization until 1983, there would be unnecessary delay in implementing the youth employment program. Further, since the youth employment measure includes elements not only of ESEA but also of the Vocational Education Act, the Comprehensive Employment and Training Act, and the Higher Education Act as well, the amendment route implies an inordinate amount of tinkering, which would no doubt be much more difficult and have much more potential for error than would enactment of new legislation.

5. The degree of cooperation fostered by the youth employment legislation among LEA's, prime sponsors, and private industry will lead to the implementation of programs that will attract out-of-school youth back into the school setting.

6. The needed cooperation between education and the private sector will come about due to enlightened self-interest. Commitment in the private sector cannot be legislated. But when leaders of industry are shown that the programs intended under the youth employment initiative will result in a labor pool trained in basic transferrable job skills -- communication and computation-- tailored to the needs of the local economy, it will seem to them to be good business practice to cooperate fully as their longterm investment will ultimately translate into profits.

I would be happy to discuss these points further with you or your staff as appropriate.

Sincerely,

Dale Lestina

Dale Lestina
Legislative Specialist

DL/pat

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July 3, 1980

The Honorable Claiborne Pell
United States Senate
Chairman, Subcommittee on Education,
   Arts, and Humanities
Washington, D. C. 20510

Dear Senator Pell:

On behalf of the American Personnel and Guidance Association, I am enclosing your requested responses to the series of questions concerning S.2385 for upcoming subcommittee deliberations. It was certainly a pleasure to present testimony before the Subcommittee on Education, Arts, and Humanities. I sincerely hope that our views prove helpful.

Please feel free to call on me should you need additional assistance. Thank you.

Sincerely,

Clemmie Solomon

Clemmie Solomon
Director of Counseling

CS:pe
Enclosure

Questions for Education Association's Panel

1. How do you feel about proceeding with this program in the face of proposed cuts in existing, successful education programs? Isn't this a situation of "robbing Peter to pay Paul?"

   After nine months of intensive study, including a detailed review of current programs, interviews with hundreds of youth, and conferences involving over 1,000 national and community leaders, the Vice President's Task Force on Youth Employment found that:

   "Youth employment problems and opportunities are unevenly distributed. Without a bold new initiative, the 80's are likely to exacerbate these inequities."

   Youth unemployment is a special, critical and monumental problem. What is more alarming is that it is an escalating one which has severe social and economic ramifications. Problems of great magnitude require special treatment. A similar example of special legislation for a unique and special kind of problem was the case for handicapped legislation.

   This Association does not view the current situation as a "robbing Peter to pay Paul" one. Traditionally, during periods of economic austerity, social programs unfortunately bear the lion's share of budget cuts. Needless to say, we are confident that existing, successful education programs would still experience the sharp edges of the budget knife even if the proposed Youth Initiative did not exist. The education community at large is cognizant of this reality. The notion that the proposed Youth Initiative, which has education dimensions, is the reason existing education programs are being cut should be recognized as a tool to destruct a very meaningful piece of legislation which addresses a serious dilemma facing American society. It is suggested that we not rob Peter but protect him from robbers. On the same token, we should insure that Paul is cared for with honest and fair payment. This is what existing education programs, as well as the Youth Initiative, purports to do.

2. There are those who contend that the education title of this legislation would simply be putting money into an educational system that has already failed the students it seeks to reach and assist. How would you respond to this charge?

   To suggest that our educational system is perfect and needs no improvement would be a gross error. Concomitantly, to suggest it has already failed the students it seeks to reach and assist in light of those it has is just as erroneous. Our goal is to work towards maximizing the successes and minimizing the failures whether through the education title of the Youth Employment legislation or through existing education programs. A contributing factor in the degree to which successes are realized is that of the level of funding in all education programs. We're working in schools which attempt to service all children--inclusive of those who are disadvantaged and unemployed. These schools are operating with limited resources from underfunded federal programs. The education title in the youth bill is needed to build new programs, provide new monies, and help strengthen existing education programs so that more successes will be realized.

3. There is a lot of talk about benchmarks or certain levels of achievement that this legislation is expected to produce. What are the dangers that we might be raising public expectations beyond what we can reasonably expect a program of this nature to achieve?

The American public today is demanding increased accountability in federally funded programs. We believe that this is a reasonable expectation as long as the benchmarks or levels of achievement are realistic. Accountability measures are needed to determine the impact and degree of effectiveness this legislation will have on addressing the youth employment problem. The reasonable attainment of benchmarks and their relationship to adequate funding is where we must advise the public so that their expectations will not be raised beyond what actually can be attained with the available funds. Benchmarks are simply measures which enable us to determine where we want to go and provide stepping stones to getting there. Again, as long as they are reasonable, we see no dangers in raising public expectations beyond what can be achieved.

4. The provisions of Title I in the Elementary and Secondary Education Act do not preclude assistance to secondary school students. What would be your thoughts on using Title I, perhaps with some refinement, as the basis for targeting of assistance of the nature proposed in the Youth Initiative?

The purpose of Title I stands to be diluted if it serves as the basis for targeting of assistance of the nature proposed in the Youth Initiative. The results of trying to do too much with too little may arise through this suggestion. Again, the youth employment problem is of such severity that it requires specific and immediate attention. The reauthorization of the Elementary and Secondary Education Act will not begin until the 97th Congress convenes.

Title I is also more developmental in terms of compensatory education. The two programs are different programs with different purposes and goals. The age levels of target groups are different, the needs are different, even the declaration of policy is different between programs. We believe that using Title I as the basis for targeting of assistance of the nature and magnitude proposed in the Youth Initiative will cause the youth legislation to become too diluted to remain an effective means of addressing the youth unemployment dilemma.

5. Should we provide a separate program approach for school dropouts?

School dropouts are an important dimension of the youth employment problem. Rates of unemployment are significantly higher among school dropouts than among high school graduates. More emphasis on addressing this problem should be incorporated into the Youth Act. Numerous studies have documented the effectiveness of counselors in decreasing dropout rates through counseling students. A special core of professionally trained counselors should be included to provide counseling activities which include follow-up, career counseling, assistance with enrollment in G.E.D. programs, arranging modified educational programs (work and school experiences) and coordinating dropout prevention activities for all students. Significant emphasis is suggested to be placed on outreach activities. We also suggest that these counselors be new personnel and provisions established for maintenance of effort throughout the legislations duration.

6. What kind of mechanisms exist today or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

A broader range of incentives (subsidies) to private industry for training and employment of youth is one mechanism that can help this program to succeed. Another mechanism is that of strengthening the existing counseling programs in the schools and community based organizations.

Career decision-making skills, self-concept, school achievement, school and work attitude and adjustment, school and work anxiety, and dropout rates of youth have all been improved when effective counseling techniques are fundamental aspects of school and work programs. It is suggested that assurances for qualified and competent counselors in both school and non-school programs not go overlooked. The individuals who provide the various guidance functions should be titled as is appropriate to their level of training. Our youth have the right to know if they are being assisted by a peer, interviewer, paraprofessional, technician, or a professional counselor. It is not wise to refer a person who has a cardiac arrest to a lab technician or an x-ray specialist. Normally, he is treated by a medical doctor whose expertise is in cardiology. It is also not wise to send a student to a principal to be taught the math lesson; he is sent to the math teacher. On the same token, youth who require career guidance and counseling should not be referred to those who are not trained and qualified professional counselors. These counselors should serve as liaisons with private industry; conduct employability skills training; monitor youth progress; contribute follow-up services; and provide career counseling activities. It is noted that these tasks should not be dropped solely on existing counselors but absorbed by additional counselors.

In conclusion, employers are less reluctant to hire youth when they know they have the proper work attitude. Counselors can serve an instrumental role in facilitating this kind of attitude. For a more detailed assessment of counselor effectiveness, please review the addendum to my testimony entitled, "The Contribution of Guidance and Counseling to the Employability of Youth."

Senator **Pell**. We now come to the National Organizations Panel: Mr. Walter Smart, United Neighborhood Centers of America; Mr. Lynn Gray, director of the New York Urban Coalition Education program; and Ms. Della Mitchell, vice president of the National Association of Neighborhoods, Milwaukee, Wis.

I understand that Mr. Smart is being accompanied by Mr. Wally Corez and Mr. Brian Dyak, but that they will not be talking; just Mr. Smart will.

Gentlemen, ladies, if you would proceed. As I say, your statements will be included in full in the record, and if there are any questions that we do not have time for here, I may submit them to you in writing, if I may.

Mr. Smart, do you want to lead off?

STATEMENT OF WALTER SMART, CHAIRMAN, NATIONAL COLLABORATION FOR YOUTH, AND EXECUTIVE DIRECTOR, UNITED NEIGHBORHOOD CENTERS OF AMERICA, ACCOMPANIED BY BRIAN DYAK AND MILDRED WORTH; LYNN GRAY, JR., DIRECTOR, NEW YORK URBAN COALITION EDUCATION PROGRAM, NEW YORK, N.Y.; AND DELLA MITCHELL, VICE PRESIDENT, NATIONAL ASSOCIATION OF NEIGHBORHOODS, AND EXECUTIVE DIRECTOR, NORTHWEST ACTION COUNCIL, MILWAUKEE, WISCONSIN, A PANEL

Mr. **Smart**. Thank you, Mr. Chairman. I am accompanied by Mr. Dyak and Ms. Mildred Worth.

My name is Walter Smart, Chairman of the National Collaboration for Youth, and the Executive Director of the United Neighborhood Centers of America. I am pleased to have the opportunity to present to the subcommittee the views and concerns of the collaboration on this important subject of youth employment and training.

The National Collaboration for Youth is composed of 13 national, voluntary, youth-serving organizations. These organizations are: Big Brothers/Big Sisters of America; Boys' Clubs of America; Boy Scouts of America; Camp Fire Inc.; 4-H Youth Programs; Future Homemakers of America; Girls Clubs of America, Inc.; Girl Scouts of the U.S.A.; National Board of the YMCAs; National Board, YWCA of the U.S.A.; the National Network, Services to Runaway Youth and Families; American Red Cross Youth Services; and the United Neighborhood Centers of America, Inc. The National Collaboration for Youth is an affinity group of the National Assembly of National Voluntary Health and Social Welfare Organizations, a nonprofit organization composed of 36 voluntary agencies.

The collaboration members joined together in 1973 to work toward the achievement of common goals in providing services to the nation's youth. The member organizations of the collaboration work in a variety of ways to address the vocational, employment, educational, health and family life needs of young people. In 1976, the collaboration adopted youth employment as a priority issue. In the position statement adopted at that time, two fundamental points were made:

One. Youth-serving agencies can and should play an important role in the development and implementation of national youth employment policies and programs.

The problem of youth unemployment is sufficiently grave to require the development of comprehensive national policies for youth employment and work experiences undergirded by collaborative efforts of the education, government, business, labor and voluntary sectors of our country. The National Collaboration for Youth believes that its member organizations, serving a combined constituency of 30 million young people, are uniquely qualified to act as advocates for youth, have a distinct responsibility to point the way to more effective action and can provide valuable resources for the delivery of coordinated and more comprehensive youth employment programs.

Two. The development of basic skills is the key to youth employment.

Fundamental to finding and keeping a decent job is having adequate skills. The responsibility for developing the necessary competencies of reading, writing, comprehension and computational skills is clearly the responsibility of the publicly-financed education system. There is a growing consensus that changes are necessary in the general education system so that it will more effectively fulfill its mission to meet the needs of youth. Such preparation will reduce the number of young people who find themselves out of school and out of work—usually both—because of lack of adequate skills. Public support for the education system should stress this basic responsibility, with the recognition that the task may be more difficult than ever before as an increased number of students stay longer in school without regard to their abilities, motiviation or family encouragement.

In our discussions over the past year with the Vice President's Task Force on Youth Employment, we were pleased that understanding grew beyond the focus on job placement and work experiences as the only measurable outcomes of success. Recognition of the need for emphasis on basic skills and broader employability development is long overdue. The results of a 1975 nationwide test administered by the National Assessment of Educational Progress are highly instructive for the formulation of new youth legislation. The 1975 test revealed that 92 percent of the 17-year-old white youths tested were functionally literate in contrast to only 58 percent of the black youths tested. In light of these results, we know the situation among our nation's minority youth has reached desperate proportions.

Our school systems, ofttimes through callousness and insensitivity, lack of interest, and lack of concern for minority youth, have led to this national catastrophy. The educational system is not a credible answer on its own. While the system itself cannot escape its share of the blame, we recognize that it is a reflection of a deeper problem within our society. Simply giving additional money to the school systems that have produced this kind of a product is not going to change things. There must be new incentives, new levers—and certainly there must be intense national leadership and commitment if progress is to be made.

We believe that our agencies can play a significant part in that new approach. The world usually seems divided into CETA, schools and home. Yet for millions of young people, an important influence on their success in life is the youth agency to which they belong or whether they "hang out." These agencies, members of the National Collaboration for Youth, have the ability to contribute significantly to a better outcome for this new approach to youth employment.

We would like to state some broad principles and some specific recommendations for shaping a new approach to youth employment and training.

A principal goal should be to develop long-term employability skills that will prepare young people to enter the world of work and to attain satisfaction and success in their working lives. New youth legislation must recognize that placement in a job should not be the only goal nor the principal goal of employment and training programs for youth. While job placement is the ultimate, long-range goal, there are other, interim goals or benchmarks of equal importance which must be achieved if youth employment and training efforts are to be successful. Youth employment legislation must recognize and define these benchmarks and must establish programs and services that will assist young people in achieving these goals.

What are other valid goals and desirable outcomes for youth employment and training programs? They include a broad range of life-coping skills and the fulfillment of diverse personal and social needs of young people. They include the development of specific employability skills—the skills, experience and know-how that are needed not only to qualify for a job but which are also essential to retaining a job and to doing well in it. In addition to basic skills of reading, writing and computation, these employability skills include the following:

The development of good work habits: punctuality, dependability, how to follow instructions; ability and experience in decisionmaking; good physical and mental health; ability and experience in solving problems which affect employability, including transportation, housing, child care, and health problems; the development of interviewing and job search skills.

New youth legislation must recognize the relationship between the development of employability skills and the success or failure of youth in the labor market. In order to have long-term impact on the employability of youth, youth programs must first assist youth in developing basic life-coping skills that will enable them to deal with problems and situations that affect their employability. Once these skills have been developed young people will be better prepared for entering the world of work and for achieving success in it.

Employability development and job readiness preparation must be integral parts of any and all skill training and job placement programs for youth. Too narrow a focus on basic skills, training and placement will lead only to short-term success and may likely cause failure in the long run. What is needed is a comprehensive, pluralistic approach that will provide the backup and supportive services required to ensure long-term employability, job retention, and satisfactory job performance.

Therefore, youth employment and training legislation should require that a full range of comprehensive services be available at the local level to provide whatever assistance may be needed to develop long-term employability skills, to ensure adequate preparation for the world of work, and to provide the back-up support needed after a youth is employed. These services should be clearly spelled out in the law and should address the personal and social development needs of youth, family and other support-group needs, educational development, and the physical and mental health needs of youth.

New youth legislation must contain specific provisions to ensure that there are effective linkages among the significant institutions which affect young people's development. The experience of our local program operators is that the 22 percent set-aside in CETA for school-related programs has indeed made a difference in youth employment and training programming. Therefore, we believe that, in addition to continuation of the current CETA formula, 22 percent of the funds appropriated for the education component of the youth initiative should be set aside for the purchase of supportive services which cannot be provided by school systems or which can be provided more effectively by sources outside the education system. Under this set-aside, local educational agencies receiving grants under the new Federal program would be required to use 22 percent of their funds to purchase non-school based services to provide back-up support and additional assistance to youth program participants.

We believe that there is direct legislative precedent as well as positive program experience to justify such a set-aside of funds. In the area of juvenile justice, the experience of our local program operators is that the 30 percent set-aside of funds for services and programs to be provided by "private non-profit agencies, organizations, or institutions who have had experience in dealing with youth" has indeed made a difference in the quality and effectiveness of prevention and treatment programs under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1977, (Pub. L. 93-415, title II, part B, subpart II, section 224).

The National Collaboration for Youth recommends that the proposed "Youth Act of 1980" (S. 2385) include the following provisions:

That local education agencies receiving grants under title II, part A, "Programs Operated by Local Educational Agencies, Basic Grants," be required to set aside 22 percent of their grants for the purchase of non-school-based supportive services for youth.

That these services shall be provided by private, nonprofit community-based youth-serving organizations which have demonstrated their effectiveness in providing a broad range of supportive services to youth.

That services to youth shall be highly individualized, shall be responsive to the specific needs of youth, and shall focus on the development of skills which will lead to long-term employability.

That these services shall include, but not be limited to, the following: career exploration and exposure to the world of work; the development of work maturity, punctuality, dependability, and the ability to follow instructions; assistance in developing job search skills, such as interviewing, resumé writing, and completing application forms; personal counseling and problem solving; individual tutoring in basic education skills such as reading, writing and computation; assistance in obtaining needed medical services and in maintaining proper health care; child care available as a service for teenage parents in employment programs.

By establishing a strong linkage between the local education system and local youth-serving organizations, the recommended set-aside provision would ensure that comprehensive support services are available to assist youth participating in local employment and skill development programs. Such a guarantee of services is particularly important to ensure support and assistance to youth with special needs, including minority youth, school drop-outs, teen-aged parents, handicapped youth, and young offenders.

In selecting the deliverers of such services, priority should be given to community-based youth-serving organizations which have demonstrated their effectiveness in providing a broad range of supportive services to youth. Services to youth should be highly individualized and responsive to the specific needs of youth, and should focus on the development of skills that will lead to long-term employability.

New youth legislation should establish a mechanism for developing and assuring effective local collaboration in the planning, development and implementation of youth employment and training programs. The purpose of such collaborative efforts would be to establish linkages between local employment programs and local education programs for youth; to encourage maximum utilization of local resources and facilities for serving the employment and training needs of youth; to avoid duplication of services and programs; and to assure broad-based support for, and involvement in, youth programs. Through such collaborative efforts, prime sponsors and local educational agencies would be able to tap the resources of a broad range of community-based youth-serving organizations and ensure their active involvement in developing and operating youth employment and training programs.

As a mechanism for achieving local collaboration, a local coordinating council for youth employment and training programs should be established, with a principal focus on establishing effective linkages among CETA, the education system, and private, non-profit, voluntary youth-serving organizations. The coordinating council would consist of representatives from the CETA prime sponsor, the local educational agency, community-based youth-serving organizations, business, labor, and representatives of young people in the community, including special target groups. The role of the council would be more than an advisory role. The council would be responsible for reviewing, and submitting written comments on, the youth plans of the CETA prime sponsor and the youth employment plans of the local school system. The coordinating council would have a voice in determining funding needs and priorities in both the CETA and the education systems and would also have a role in monitoring the performance and effectiveness of youth programs.

Community-based youth-serving organizations can and should have a major role to play in promoting and developing collaborative youth planning and programming at the local level. These organizations—with their knowledge of youth needs and their experience and expertise in providing services to meet these needs—can be important links between the CETA system and the education system, and between the public and private sectors in developing employment and training programs for youth. Youth-serving organizations such as those affiliated with the National Collaboration for Youth, whose board members include representatives from the local business community, can use their ties with the private sector to develop and expand employment and training opportunities for youth. These organizations can work effectively with local schools to increase educators' awareness and understanding of the employability development needs of youth and to develop education programs and curricula to meet these needs.

In formulating new youth employment policy, Congress should recognize the resources and expertise available through established community-based youth-serving organizations and should enact legislation which will insure full utilization of these resources in the planning and implementation of youth programs. New youth legislation should require that prime sponsors and local educational agencies, when selecting local program operators and deliverers of services, give priority to community-based organizations which have demonstrated their effectiveness in providing a broad range of services to youth and in forging linkages within the community in order to better serve the employment needs of youth.

At the national level, there must be strong, effective linkages between the Department of Labor and the Department of Education to assure that the collaborative CETA/education approach will be successful. An active, innovative interdepartmental council, with representation from private sector participants in youth employment initiatives (such as the National Collaboration for Youth), should be established.

Two specific recommendations for new youth employment and training legislation are the following:

There should be specific provisions to encourage the awarding of academic credit to youth participating in career and employment programs sponsored by community-based youth-serving organizations. This would be achieved through a certification arrangement established by the local school system and local youth organizations. Many examples of this exist now through our affiliates and are positively related to successful youth programs.

An information distribution system should be developed for operators of youth programs and deliverers of youth services. The purpose of such a system would be to publicize and distribute instructive information on youth employment and training programs. For example, this would include information on academic credit programs as cited above, and guidelines on model programs and suggestions of innovative approaches to youth employment and training.

The ideas which we have presented today have been developed cooperatively by people working professionally with youth in many organizations, in many different communities, and in many styles. We close by saying that we assume that services provided with Federal funds will be targeted to those youth most in need and will include, among others, economically disadvantaged youth, minority youth, school drop-outs, teen-aged parents, handicapped youth, and young offenders. We believe the needs of these young people must and should be a priority concern for our Nation and that they require the combined efforts of us all to make any real, positive changes for the future.

Mr. Chairman, the member organizations of the National Collaboration for Youth have served young people for over 100 years. As we enter the new decade of the 1980's, we recognize as a priority concern the serious employment problems which confront our Nation's youth, and we pledge our efforts to continue serving youth in need.

Senator PELL. Thank you very much.

The committee will recess for about 3 minutes.

[Whereupon, a brief recess was taken.]

Senator PELL. The committee will come into session.

Our next witness is Lynn Gray.

Mr. GRAY. Senator Pell and members of the subcommittee, I am Lynn Gray, director of the education program of the New York Urban Coalition, and coordinator of the New York City Council on Local School Development.

I have chosen to testify this morning because the issues related to the passage of the Youth Training and Employment bill are central to the rebuilding of schools and of cities in this country. I am speaking in strong support of the proposed legislation. Let me focus my remarks around two major concerns: first, the unique and necessary thrust of this piece of legislation; and, second, the question of the school's capacity to change: Would it work if it was enacted?

First, the unique and necessary thrust of the legislation: At this moment, a high proportion of American schools and a very significant percentage of urban schools are out of energy. The school process is presently characterized by descriptive phrases like: boredom, burnt-out teachers, holding patterns for students, disruptive behavior, lack of care. All are words and phrases which point to basic relational failures: failures between students and staff; between parents and teachers; between schools and community; between the constituencies which are supposed to work in daily support of local school programs, in daily support of children.

An 18-month analysis of hundreds of New York's individuals and groups, conducted by the New York Urban Coalition in 1977–78, focused on the nature of interactions between primary school constituencies in New York City. The analysis concluded with a simple set of observations: people and groups simply did not believe that they could or would be able to work with and for each other in and through New York City schools, or through the larger school system. Teachers, parents, youth, community groups are full of suspicion and distrust.

This pending legislation is the first broadly conceived, Federal initiative which is targeted at the underlying causes of this "lack of energy," this distrust, this inability to creatively resolve schooling issues. This pending legislation gets to the very basic issue of school development: fostering creative self development of and by the local school community.

Make no mistake: The school is the issue . . . not individual categories of students within the school. The school: as a social organization; as a context for behavior. The historical experience of the coalition affirms this. The limited success of specialized categorical aide legislation points in this direction. National schooling discussions are gradually clustering around this recognition, And finally, emerging research strongly asserts that the school effect is the most dominant effect on children—in terms of social attitude, employability, skills acquisition. The effect of the school on children in areas related to these primary social functions is stronger than the effects of socioeconomic conditions, or of family structure or family style.

This pending legislation, by direction and by procedure, calls cities and schools to a comprehensive plan for development. Development which begins in the local school building; which seeks to link the full school program to student learning to student employability, to the development in each student of a solid vocational and career skill base. This is unique and essential.

Let me underscore a fundamental issue here: previous and existing Federal initiatives, conceived for many worthy and important reasons—for example, Title I, Vocational Education, Special Education, Handicaps, and other compensatory measures—have tried to use the school structure and process to reach certain difficult populations or to attack certain difficult problems. They have all been focused on parts of the whole. Aspects of the school. Fragments of the student body. They have moved from an assumption that the main program and the basic organization of the schools was in repair. That it was under the constant scrutiny of caring leadership. That it could, in fact, take care of itself. Pressure and outside stimulation were only necessary to cause the school to mount attacks on certain difficult issues and concerns.

The reality is, unfortunately, quite different: by focusing attention on aspects of the whole, on special issues and concerns—we have neglected the core. We have failed throughout our school systems to think about and support school development: the development of the total school program; of the whole building; all of the school's programs for all its children. We have paid attention to the parts, but not to the core.

This pending legislation begins to change that. This legislation demands that our attention be focused directly on the total school. This legislation brings all constituencies of the school into thoughtful partnership around the development and implementation of school programs, for all children.

The major federally commissioned study: "Federal Programs Supporting Educational Change"—Rand 1589 HEW 1976 to 1979—concluded that while most previous Federal schooling initiatives were laudable, they failed to achieve their objectives. The change efforts they fostered failed to endure. Things in the schools went back to preintervention state as soon as Federal initiation and Federal stimulation stopped.

The failure was traced basically to the school building level. To a lack of ownership of the programs, or of their philosphical and programmatic direction in the local setting. A lack of ownership by all of the local constituencies: by those people responsible on a daily basis for the school.

This pending legislation is targeted at fostering this necessary ownership: ownership by all the constituencies of all the programs for all the children. Ownership through collaboration and shared total school development. This is a completely unique thrust in all existing Federal schooling legislation.

The question of schools' capacity to change—would the legislation work if it was enacted? There is a cynicism in many parts of the country. And about many aspects of the social order. It alleges that we can't expect much more from our social institutions than we are now getting. It is reminiscent of the old and ugly statement of a hostile and former Governor of a Southern State: if you want better prisons, give me better prisoners. In schooling this cynicism translates into attacks on children, teachers, parents—whomever and it simply says: if you want better schools, give us better ———. The blank is usually filled in by others: teachers insert parents; parents suggest principals; and on and on. And, while I suspect that we all need to apply the best possible interpretation of the basic message and get ourselves together, as a statement of policy it is despicable.

Let me cite again our New York City experience. Earlier I mentioned that 18-month analysis and its conclusion that Distrust Was The Order Of The Day. That was about 2 years ago. And things are changing. Not completely, to be sure, but significantly. I am testifying on behalf of the New York City Council on Local School Development—a new reality in the city. One of those positive new realities which was not supposed to happen.

The council is made up of large organizations which are involved in schooling issues and operations in the city. Groups which, it had been said, could never work together. Groups including: the public school system, the city's large parent associations, the two major school unions—the UFT and its partner for administrators, the CSA, the New York State Department of Education, the private sector corporate community, civic organizations, the professional organizations representing both Community School Boards and Community School District Superintendents. The council is now 20 months old. It is not about to fly apart. It is active. It works. It is about hard, realistic collaboration. It is about school development.

And please note well: its agenda is almost identical to that of the local district advisory council called for in this pending legislation.

The council has already generated a design for school development in New York City which bears remarkable similarity to that outlined in this legislation. It has put into place the first group of demonstration districts and schools to test that design: 5 community school districts with 37 participating schools, spread, literally, across the city. Spread across the city so that the strategy is not falsely identified with any particular segment of the city—whether that fragment be socioeconomic, ethnic or a description of learning need or style.

The districts and schools have been engaged in school development for the better part of a school year. This involvement has brought total school communities into new situations in which old ways of going about business are being questioned. Situations which are designed to deliver technical support to all major components of a school community so that the total community can get on about its business of development intelligently, armed with the best tools we can collectively locate.

This technical support and assistance has, from the beginning, been seen as an essential ingredient of successful school development. Essential because the constituencies asked for it. They told the council in very blunt terms that unless they were supported in ways which strengthened their capacity to carry out their roles in the school community, they would not know how to go about developing and strengthening the school. They said that while school development is very important, it is also difficult and risky; that working together with other constituencies was confusing, hard and uncertain. They said that they needed special support and care to learn to take the risks which had to be taken to call the school community to a more powerful realization of itself.

The people that said all of that were parents, teachers, community leaders, superintendents, students, paraprofessionals, principals. And they said it about themselves. They did not just say that the other guy needed help. They said it about their own work in their own city.

The local school development project is at least a 3-year venture. And at this early stage hard data is not in: I cannot testify conclusively that this strategy works wonders—and that this pending legislation will do the same. I can state with candor, though, that it is significant. That it is in the right direction. That the stories starting to come in from schools across the city are powerful: people are beginning to work together; the tone in some schools participating has changed dramatically for the better; teacher attendance is up—and on Mondays and Fridays; incidents of vandalism against school buildings are dropping.

One essential commitment of all our work on Local School Development is that it be thoroughly documented and assessed. That process of documentation is underway. And we will make the feedback from the process available to members of this subcommittee and to appropriate staff of the Department of Education. The data, whatever it shows, will be important.

My final observations point to the linkage between school development and city development: as go the local schools, so go the cities. This equation is straightforward. And comprehensive. It cuts through ethnicity, class, political stance, age, sex, religion, economic indicator, ideology. It is a bottom line. And a very significant one.

The corollary to this proposition is also quite simple: there is nothing particularly unfathomable about the local school. It is real. It has been and can be studied, analyzed, dissected and manipulated. And on its most basic level, it is always filled with a fairly common commodity in any city: local people, of varying ages and social-personal histories. The local school is us. In our magnificent variety. And with our daily attributes always on display: imagination, stubbornness, creativity, obtuseness, benevolence, rage, passion, boredom, and hope. To develop the local school is to come together, sort out and attack the problems it reveals.

The best reason to do this kind of development is also simple to state: children learning and growing, strengthening our present and our future. This legislation supports school development. It needs to be enacted. It is for our common good.

Senator **Pell**. Thank you very much, Mr. Gray.

Ms. Mitchell?

Ms. **Mitchell**. Senator Pell and members of the Subcommittee on Education, my name is Della Mitchell. I am here today representing the National Association of Neighborhoods and the Northwest Action Council from Milwaukee. I would like to take this opportunity to thank you for allowing me this opportunity to speak to you.

I am executive director of the Northwest Action Council of Milwaukee. We were founded about 4 years ago. The purpose of the

Northwest Action Council is to improve the quality of life in our resident area and to expand the recreational opportunities for youth in that particular area.

Over the past 4 years, we have grown from a core group of volunteers to an organization with a staff of eight; we have a budget of some $400,000. The Northwest Action Council has also carried out a number of housing rehabilitation programs in the community. We have proven ourselves to be a valuable and capable component of the neighborhood.

In addition, I am the Midwest vice president for the National Association of Neighborhoods, and chairperson for its Unemployment Committee. The National Association of Neighborhoods is a membership organization of some 400 neighborhood organizations around the country, and a citywide neighborhood coalition across the country, in addition.

In 1979, NAN undertook a nationwide process to involve neighborhood leaders in a definition of the highest interests and priorities of their communities and the Nation. As a first step, some 50 local neighborhood platform conventions were held across the country. Participants at these conventions developed a citywide neighborhood agenda.

In November of 1979, delegates from these local platform conventions came together in Louisville, Ky., where they wrote and adopted a national neighborhood platform—a grassroots national agenda for the eighties. I submit this platform to you for the record.

One of the key issues addressed in the platform is the role which neighborhood organizations can play in solving the problem of youth unemployment. By any measurement, youth unemployment, and especially minority youth unemployment, is a national problem. Massive unemployment is wasting the lives of millions of our youth and creating grave inequalities in our society. Title II of the Youth Act of 1980 identifies the lack of basic education and general employment and job-seeking knowledge as key factors contributing to the high rate of youth unemployment.

Our public school systems, which have been historically charged with the responsibility of developing basic education and job skills, have been unable to properly discharge this responsibility for increasing numbers of American youth, in our public school systems are failing. Milwaukee is a prime example of some of the things that are happening to schools across our country. Many of our young people in Milwaukee are graduating from high school with a 5th or 8th grade reading level, which means that the median or average 5th and 7th grade student performed worse than 67 percent of the national group; the average 10th grader scored lower on the reading test than 64 percent of the national group; the average 12th grader was outperformed by 60 percent of the national sample. I can speak for Milwaukee because I have first hand knowledge of what is going on there.

The inability of our public school systems to transmit even the most basic of educational skills to our children raises serious doubts as to the value of implementing title II in the public school systems as a means of meeting the needs of our children.

It is our position that the public school systems, which have been woefully inadequate in addressing the needs of our students, should not be awarded the moneys that are mentioned in title II to perpetuate an already failing system. We believe that this act should be amended to encourage neighborhood organizations to act as partners with the schools in creating nontraditional educational and training programs which are responsive to the local needs and resources.

There are many precedents in current Federal legislation which support this need for, and value of, establishing partnerships between neighborhood organizations and other sectors of the community. The Community Development Block Grant and the Law Enforcement Assistance Administration are prime examples of programs which have recognized and encouraged this capacity of neighborhood organizations to develop innovative plans for addressing neighborhood needs.

I want to briefly, if I have another couple of minutes, mention some of the things that we would like to see happen. We would like to see this bill amended so that it would give neighborhood organizations the capacity to provide some of the training that we think is necessary by setting aside a portion of these funds to go directly to neighborhood organizations so that they could provide some of the necessary training and education that is needed.

The Northwest Action Council has a CETA program presently—12 youths, 10 of which are dropouts, who go through our program. They learn housing rehabilitation, weatherization, floor finishing, and landscaping. We would like to see this money used to increase the capability of neighborhood organizations to provide the kind of services that we feel the schools are inadequately doing for our youth.

Second, the traditional activities of the public school system can be greatly enhanced by establishing a policy role for neighborhood organizations in the planning, development and implementation of title II programs. This policy role will be accomplished if neighborhood organization representatives act as partners with the local school system on the site councils that are already mentioned in your bill.

Thank you.

Senator PELL. Thank you very much, indeed, and thank you for being with us. The points you raised were very valid. If we have any further questions, we will submit them in writing to you. Thank you very much, indeed, Mr. Smart, Mr. Gray, and Ms. Mitchell.

[The prepared statement of Ms. Mitchell and additional material supplied follows:]

PREPARED STATEMENT OF DELLA MITCHELL, VICE PRESIDENT, NATIONAL ASSOCIATION OF NEIGHBORHOODS; EXECUTIVE DIRECTOR, NORTHWEST ACTION COUNCIL, MILWAUKEE, WIS.

Senator Pell and members of the Senate Sub-committee on Education, Arts and Humanities, I am Della Mitchell and I am here today representing the National Association of Neighborhoods and the Northwest Action Council to give testimony on S. 2385—The Youth Act of 1980.

I am the Executive Director of the Northwest Action Council, Milwaukee, Wisconsin. The NWAC was founded in 1976 by myself and several other community residents. The purpose of NWAC is to improve the quality of life for all its target residents—especially its youth. The expansion of school recreation programs and the direct provision of recreation and counselling for youth and their parents are some of the successes which we have had in this area. Over the past four years we have progressed from a small core of volunteers to a present staff of 8 and an annual budget of some $400,000. NWAC has also carried out a number of housing rehabilitation programs in the community. We have proven ourselves to be a vital and capable component of the community.

In addition, I am the Midwest Vice President of the National Association of Neighborhoods and Chairman of its Youth Employment Committee. The National Association of Neighborhoods is a membership organization of 400 neighborhood organizations and city-wide neighborhood coalitions across the country. In 1979 the N.A.N. undertook a nationwide process to involve neighborhood leaders in the definition of the highest interests and priorities of their communities and the nation. As a first step, fifty local neighborhood platform conventions were held across the country. Participants at these conventions developed city-wide neighborhood agendas. In November, 1979, delegates from these local platform conventions came together in Louisville, Kentucky where they wrote and adopted the National Neighborhood Platform—a grass roots, national agenda for the 1980's. I have submitted this Platform for the record.

One of the key issues addressed in the Platform is the role which neighborhood organizations can play in solving the problem of youth unemployment. By any measurement, youth unemployment, especially minority youth unemployment, is a national problem. Massive unemployment is wasting the lives of millions of our youth and creating grave inequalities in our society. The Administration and the Youth Act of 1980 are to be commended for recognizing the consequences of this grave problem and for targeting resources to its resolution. Title II identifies the lack of basic education and general employment and job seeking knowledge as key factors contributing to the high rate of youth unemployment.

Our public school systems which have been historically charged with the responsibility of developing basic education and job skills have been unable to properly discharge this responsibility for increasing numbers of America's youth. The public school system in Milwaukee is a prime example of a system which has not adequately served its students either by imparting basic educational skills or by developing primary job skills. The following statistics from a lead article in the *Milwaukee Sentinel* (March 1, 1980) are ample evidence of the failure of Milwaukee's schools to adequately address the learning needs of many of Milwaukee's youth:

In four of the five grades tested last year, the median or average Milwaukee student was 10 to 17 percentile points behind the average national student in reading achievement. The average national student is defined as a student scoring at the 50th percentile, meaning that 50 percent of the sample group had a higher score and 50 percent had a lower score.

In contrast to the national median, the median scores for Milwaukee students on the national scale were: Fifth graders, 33 percentile; seventh graders, 33 percentile; tenth graders, 36 percentile; twelfth graders, 40 percentile.

This means the median or average fifth and seventh grade student here performed worse than 67 percent of the national group; the average tenth grader here scored lower on the reading test than 64 percent of the national group, and the average twelfth grader here was outperformed by 60 percent of the national sample.

CLAIMS DISPUTED ON READING SKILLS BY BRUCE MURPHY AND JOHN PAWASARAT

This inability of our public school systems to transmit even the most basic of educational skills to our children raises serious doubts as to whether the goals of the Youth Act can be achieved under the present system. Clearly, the problem of low-achieving students and drop-outs warrants careful consideration of alternative, community-based programs in response to their special needs.

The following plank from the National Neighborhood Platform concerning education is the basis for the remainder of my testimony:

We propose that there be publicly funded, community-based and controlled remedial education and adult basic education programs (independent of local boards of education) which particularly address the problems of low income students, whose problems have been systematically neglected by out public school system.

S. 2385 as presently drafted does not reflect this platform position and; therefore, we have grave concerns that the bill, as written, is an endorsement of an educational system which has so seriously failed our youth.

It is our position that a public school program which has been woefully inadequate in addressing the needs of its students should not be awarded the sum of $850 million to perpetuate an already failing system. We believe that this Act should be amended to encourage neighborhood organizations to act as partners with schools in creating non-traditional educational and training programs which are responsive to local needs and resources. There are many precedents in current federal legislation which support the need for, and value of, establishing partnerships between neighborhood organizations and other sectors of the community. The Community Development Block Grant and Law Enforcement Assistance Administration are prime examples of programs which have recognized and encouraged this capacity of neighborhood organizations to develop innovative plans for addressing neighborhood problems.

There are two complementary means which will allow neighborhood organizations to make positive contributions to youth education and training efforts:

First, it is essential that neighborhood organizations, in addition to the established school system, receive direct funding to implement the mandate and objectives of Title II. Hundreds of neighborhood organizations across the country have already demonstrated their capacity to provide education and job skills training. The Northwest Action Council is one such organization. By using Community Development Block Grant monies to acquire boarded-up buildings in the neighborhood and rehabilitation funds from local savings and loans, the Northwest Action Council has created on-the-job training opportunities for 12 CETA-sponsored youth within our housing rehabilitation program. These 12, ten of whom are drop-outs from the traditional school system, are acquiring specific job skills such as weatherization, floor finishing, landscaping and basic carpentry. To supplement these craft skills, they are also receiving weekly tutoring to develop their basic reading and math skills.

We further recommend that the amount of this funding be based on the formula which is presently in the bill—i.e., the number of low income students in a particular neighborhood.

Secondly, the traditional activities of the public school system can be greatly enhanced by establishing a policy role for neighborhood organizations in the planning, development and implementation of the local Title II programs. This policy role will be accomplished if neighborhood organization representatives act as partners with local school districts on the "school site councils" which are provided for in the bill.

This dual role of neighborhood organizations must be integrated into Title II if effective programs are to be developed for the education and job training needs of our youth. In the absence of such positive partnerships between school districts and neighborhood organizations, there is little hope that schools alone will be any more successful in solving the problems of youth education and employment in the future with Title II funding than they have been in the past without it.

Thank you for permitting me to testify, and I am eager to answer any questions which you may have concerning my testimony.

[From National Neighborhood Platform]

YOUTH EMPLOYMENT

Massive unemployment is wasting the lives of millions of our youth and creating grave inequalities in our society. The full employment of our youth requires a federal commitment, and the full involvement of neighborhood organizations in job training and job creation.

We believe that youth unemployment leads to perpetual unemployment.

We believe that every person (including youth) who wants to work has a right to a job that provides a living wage and opportunity for advancement. We therefore deplore cutbacks in federal job training and education funds.

We propose that the federal government implement a full employment for youth program including:

A. Job training for entry and managerial level positions.

B. Vocational counseling and education geared to future employment needs.

C. Alternative education programs to meet the needs of youth displaced from the traditional educational system. H.R. 4465 is an example of federal legislation which would accomplish these goals.

We propose that youth employment and training programs be removed from partisan political influence.

We propose that, since the most effective youth employment and training programs are run by neighborhoods at the neighborhood level, neighborhood organizations should operate such programs including: community conservation, housing rehabilitation, crime prevention, energy conservation, social service delivery, and youth-operated businesses.

We propose that Youth Employment Planning Councils and Private Industry Councils be made up of representatives of neighborhood organizations and youth elected by neighborhood and youth organizations.

QUESTIONS FOR NATIONAL ORGANIZATIONS PANEL

1. As a representative form a community based organization, what do you see as your particular role in strengthening the linkage between education and the workplace?

2. Do you feel that the targeting in this bill is adequate to meet the goals of this legislation?

3. Critics of this program contend that it would simply be putting money into an educational system which has already failed the students it seeks to assist. How would you respond to this charge from your own unique vantage point?

4. Part of the intent of this legislation is to provide individuals with basic skills instruction and vocational training and then to tie that education to on-site work experiences that can actually lead to a job. Do you believe there are sufficient linkages between education and work in S. 2385.

5. How do you feel about proceeding with this program in the face of proposed cuts not only in existing education programs but also with respect to proposed cuts in CETA funding?

UNITED NEIGHBORHOOD CENTERS OF AMERICA, INC.,
New York, N.Y., July 8, 1980.

Hon. CLAIBORNE PELL,
Chairman, Subcommittee on Education, Arts and Humanities
U.S. Senate, Washington, D.C.

DEAR SENATOR PELL: Thank you very much for your letter dated June 20, 1980. I appreciate the opportunity to provide you and the members of your subcommittee with additional input regarding S. 2385.

I will not in this letter repeat the questions, but the numbers correspond to your questions in sequential order.

1. Community-based organizations can strengthen the linkage between education and the workplace for youth by serving as a "youth development" broker. Youth service agencies are generally concerned with aspects of positive youth development. Aside from education and employment, community-based groups link young people to a variety of experiences rooted in the community-at-large. These include communtiy supported social and cultural activities.

Additionally, community-based youth services provide crisis intervention and other counseling serivces available to youth and their families. These services are an integral component of a community's service system for youth. Such services, many times, serve as the "hook" that channels youth into both educational and work experiences. These services are also, many times, the only positive support service a young person can access which offers assistance in integrating all facets of a young person's development.

Community-based youth services can also assist education by identifying work-sites, and can offer specialized training for youth and "workplace" sponsors. It is these community-based agencies vis-a-vis their Board of Directors and volunteers that can truly access the community-at-large, CBOs can strengthen linkages between education and workplace by identifying work sites, gaining support from civic organizations and churches for "youth work-program" initiatives, and assisting in developing other resources which can enable a young person to participate in a more well-rounded experience than simply education and work, and by providing opportunities for youth, the education system and "workplace" to interface with the broader community.

2. The National Collaboration for Youth supports targeting resources to those most in need. The legislation attempts to reach these youth; to that extent the Collaboration is supportive of its efforts.

3. The National Collaboration for Youth urges that a portion of funds to be allocated to local schools be set aside for the purchase of non-school-based supportive services. The purpose of the set-aside would be to assure that young people receive the supportive services they need which cannot be provided by the schools or which can be provided more effectively by sources outside the education system. Specifically, the Collaboration recommends that 22% of the basic grants to local schools aimed at meeting basic and employment needs of secondary school youth be earmarked for services and assistance to be provided by community-based youth-serving organizations.

CBOs must be adequately represented on the school site councils. CBOs form the only system that can reach the whole population. We believe we can thus help increase accountability of the school systems.

4. With inclusion of the 22% set-aside language mentioned in #3, we feel that S. 2385 would provide sufficient linkages. CBO participation in planning and implementation of programs must be assured to provide a system of checks and balances between government and private sector endeavors.

5. This legislation addresses basic, essential youth development issues. Despite cuts in existing programs these initiatives must be supported and implemented. If this effort is delayed, it may become increasingly difficult to begin, and the problems surrounding youth, education, and unemployment may go beyond the ability of Congress and society in general to solve.

Sincerely yours,

WALTER L. SMART,
Chairman, National Collaboration for Youth.

Senator PELL. We now come to the Urban Schools Panel: William White, president of the Mott Foundation; Dr. James Caulfield, superintendent, Union Board of Education, Union, N.J.; Richard Halverson, deputy chancellor, New York City Public Schools; Robert Wood, superintendent, Boston Public Schools; and Angeline Caruso, acting superintendent, Chicago Public Schools, representing the Great City Schools.

Welcome, gentlemen, very much indeed. I guess we will start out with Mr. White. What relationship does the Mott Foundation have with its programs to the programs of my friend Stewart Mott?

Mr. WHITE. His father was the founder of our foundation, but he has no involvement in the foundation today.

Senator PELL. So his charities are not the same as yours?

Mr. WHITE. His charities are completely independent.

Senator PELL. Is he on your board or not?

Mr. WHITE. No, he is not.

Senator PELL. Are you on his?

Mr. WHITE. No, I am not.

Senator PELL. You are not; OK. Thank you.

OK. Go ahead. As I said, any further statements will be put in the record, because we do have certain time problems.

Mr. White?

STATEMENT OF WILLIAM S. WHITE, PRESIDENT, CHARLES STEWART MOTT FOUNDATION, FLINT, MICH.; JAMES CAULFIELD, SUPERINTENDENT, UNION BOARD OF EDUCATION, UNION, N.J.; RICHARD F. HALVERSON, DEPUTY CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS, NEW YORK, N.Y.; ROBERT C. WOOD, SUPERINTENDENT, BOSTON PUBLIC SCHOOLS, BOSTON, MASS., AND CHAIRMAN, POLICY COMMITTEE, COUNCIL OF THE GREAT CITY SCHOOLS; AND SAMUEL HUSK, REPRESENTING THE COUNCIL OF THE GREAT CITY SCHOOLS, A PANEL

Mr. WHITE. Good morning, Mr. Chairman and members of the committee. I am William S. White, president of the Charles Stewart Mott Foundation of Flint, Mich. We are a private foundation trying to learn how people most effectively live together. We are not experts in manpower development or education. We are a funding agency that has, for some 40 years, granted funds for youth programs. We practice shoe-leather philanthropy. Our trustees and staff visit prospective grantees and programs in process in all the States.

Over the years, we have become familiar with many programs aimed at providing productive activity for youth. We have seen successes, failures, and many endeavors that fell in between. We have experienced efforts channeled through both traditional and nontraditional agencies, and some have worked and some failed.

We believe we have learned a few things that guide us in our investment in youth programs. I have time only to mention some principles. I will submit for the record the details of the application of these principles to programs.

First, where an effective structure exists, use it. Frequently, networks exist. Often personnel or facilities are available, and duplicate overhead can be avoided. Not to be overlooked at the mediating structures in most communities—local schools, families, churches, and voluntary, neighborhood and ethnic organizations. But the structure of one community may not be appropriate to another community. Flexibility that fosters good linkages often prevents the folly of a new bureaucracy.

Second, leadership at every level is the key to any program. The more difficult the job, the better trained and experienced the leaders must be. In dealing with youth who have had the greatest difficulty in relating to the world, you cannot hire amateurs or those who do not like kids, or who are afraid of them; instead, you need people who can contribute to a young person's inner development as well as employment skills. Leaders are needed who can talk youth's language, discipline them, and be for them models of success.

Third, the work experience must have at its heart the reality of self-improvement. In one of our earlier youth employment programs, the jobs were make work; every kid knew it and responded as you would expect them to. The youth we are talking about, many of them, suffer from low self-esteem. The last thing they need is to be made charity cases.

Where jobs and education come together, as they have in a number of our programs, an incentive for the youngster to stay in school is to tie the job to the education being received. That may require alternative forms of education. Also, we do not believe that education should occur in isolation from the rest of the community. I would like to say also that schools should be given a strong incentive to keep the youth in school.

Fourth, programs go better when there is joint involvement of all the affected agencies, not just the prime contractor, in planning, execution and assessment. Needs should be identified, and resources of any that can be injected, drawn upon. The community and the participants themselves should be included. Citizens give their best support when they can see the big picture.

Fifth, accountability for programs must be focused on what happens to the participants. It does little good to assess a program by how many persons completed 10 weeks of training. The report card for training programs is, where are the trainees today.

The Mott Foundation's resources are miniscule compared to what the Federal Government is spending in this one area alone. Were we in your position, we might well respond to this grave need by setting up a program that could serve all the States at a budget level that could begin to make a difference, but we would not stop there.

We would reserve a small portion of available dollars for a variety of approaches that begin to match the diversity that makes up this country. For example, we might fund 10 programs based in the public schools; 10 that make use of volunteer citizens, especially seniors; 10 that run through business or industry; 10 that utilize independent agencies with youth initiatives as their purpose; perhaps other programs built around special populations or issues within the youth sector.

We would then monitor each program, each grouping of programs, regularly and closely. We would stick with the programs long enough, 4 or 5 years, to give each an opportunity to fully develop. And out of this plurality of approach, we would expect to learn what worked, and how and why it did. By funding such action research, potentially successful programs could be identified. Additional resources could then be channeled into those programs.

Thank you, Mr. Chairman. It has been my pleasure to be here today.

[The prepared statement of Mr. White and responses to questions asked follow:]

EXPANSION ON THE
TESTIMONY OF WILLIAM S. WHITE
PRESIDENT
C. S. MOTT FOUNDATION
MOTT FOUNDATION BUILDING
FLINT, MICHIGAN 48502
(313) 238-5651

BEFORE THE SUBCOMMITTEE ON EDUCATION,
ARTS AND HUMANITIES
COMMITTEE ON LABOR AND HUMAN RESOURCES
UNITED STATES SENATE
JUNE 17, 1980

COMMENTS PURSUANT TO THE YOUTH ACT OF 1980,
SENATE BILL 2385

Good-morning, Mr. Chairman and members of the committee. I am William S. White, president of the Charles Stewart Mott Foundation of Flint, Michigan. We are a general-purpose, private foundation and our programs focus on the various aspects of community, trying to learn how people most effectively live together.

We are not experts in manpower development or education. We are a funding agency. As part of our effort in helping make community a reality we have for some 40 years granted funds for youth programs. We are not content to merely fund an organization for what promises to be a commendable program. We closely monitor and evaluate programs supported by our grants, and try to learn from their results. We are perhaps characterized by the term, "shoe-leather philanthropy." Not only does our staff visit prospective grantees and programs in process in nearly all the states; periodically, we take our unpaid Board of Trustees on trips to inspect conditions and preventive or corrective programs in all kinds of places.

Over the years we have become familiar with many programs aimed at helping the youth of America. We have seen successes and failures and a great many endeavors that fell somewhere in between. We have experienced efforts channeled through both traditional and non-traditional agencies, and some of each have worked and some failed. If we have concluded anything, it is that success is most likely to come because alternative approaches were tried.

For many years our grants were chiefly funneled through one agency -- the Flint Public School System. While not lessening our belief in the importance and efficacy of the school, we have in the last 10 or 12 years paralleled the growing complexity of urban society by reaching out also to other agencies, some of them non-institutionally based, to get at some of the problems affecting youth.

There are some interesting and promising things going on in this country concerning our youth, especially those that are described as disadvantaged. It has been good to feel the pulse-beat in such places recently as Chicago, New York and Boston, each with an operation of Jobs for Youth; in Detroit with its Pre-Employment Center; in St. Louis with the Jeff-Vander-Lou Community Communications Center. And there are MACE in the Delta area of Mississippi, the Bridge program for pregnant teens in Boston, the Black Colleges throughout the South where ill-prepared children of sharecroppers are being made ready to enter the most prestigious graduate universities in the country, the young hands that are rebuilding homes in East Harlem and the South Bronx and in South Shore, Chicago, and the Kennedy Pre-Vocational School in Flint, where dropouts from the inner city are given a challenge and hope, along with opportunity.

Principles Learned

We believe as a funding agency we have learned a few things that help guide us in our investment in youth programs. Time permits only a few examples of how important principles are applied in specific programs.

First, where an effective structure exists, use it. Frequently, networks exist. Often personnel or facilities are already available, and duplicate overhead can be avoided.

The school system is one public agency common to every community. A characteristic of the community school is its openness to citizens to come together to identify their needs and to work on their problems. Schools have resources required by almost every youth program -- staffs that can provide role models, a variety of facilities and equipment, accessibility. Where schools are community schools they are in many instances the bridge between a mandated system of education and the people of a neighborhood who share many concerns.

In increasing numbers, community school councils are bringing parents and others together to plan, to volunteer, to assist in programming and sometimes to evaluate results. In one of its programs (SNAP -- Stimulating Neighborhood Action Program), the Mott Foundation has helped 256 councils in eleven cities to become a determinant force in their neighborhoods. Most of them have placed a high priority on getting their youth into training and jobs.

Community schools have registered an effect in both in-school and community-based endeavors. One study showed that in Brockton, Massachusetts, for example, students in a community school scored more positive results in academic achievement and attendance than students in a non-community school.

Not to be overlooked are other mediating structures in place in most communities -- families, churches and voluntary, neighborhood and ethnic organizations. One study suggests that when people are in trouble, they first turn to seven structures within their neighborhood before looking for help outside.

But the structure of one community may not be appropriate to another community. Flexibility that fosters good linkages often prevents the folly of a new bureaucracy.

Second. Leadership at every level is the key to any program. The more difficult the job, the better trained and experienced the leaders must be. In dealing with youth who have had the greatest difficulty in relating to the world, you cannot hire amateurs or those who don't like kids, or who are afraid of them; instead, you need people who can contribute to a young person's inner development as well as his employment skills. This can at times be a street-wise person, or a loaned executive, a teacher or school counselor, or on some levels one older teenager helping a younger. Leaders are needed who can talk youth's language, discipline them and be for them models of success.

Two Flint programs come to mind, Positive Action for Youth and the Kennedy Pre-Vocational Center. PAY is a work-experience program for high school students, most of whom have been in juvenile court. The Kennedy Center serves drop-out youths to age 25. In both programs leadership is tough -- sympathetic but tough -- and participants know they have expectations to meet. They know also that someone is there to help when they do stub their toes.

We have found that it is not enough to supervise the pre-job training of a youngster. It helps, especially those kids who are on their first jobs, if there is follow-up at the job site. In other words, the training and the resultant job are linked. Most often, first jobs are just that -- first jobs. Counseling and supervision may be needed for some young people throughout their second, third or even fourth job.

Jobs for Youth, in Boston, New York and Chicago, is an example of practical counseling for the first-time job holder -- at the place of employment.

Third. The work experience must have at its heart the reality of self-improvement for the young worker. In one of our earlier youth employment programs the jobs were make-work -- and every kid in the program knew it and responded as you would expect them to. The youth we're talking about -- many of them -- suffer from low self-esteem. The last thing they need is to be made charity cases. The surest way for a youngster to get into trouble is to enroll him or her in a program designed merely to keep them out of trouble -- it provides just one more opportunity.

We find that a frequent cause of unemployment among adults is not just lack of basic skills, but attitude. If you've never had a job before, you may not know that your employer believes it important that you be present everyday, and be on time, and notify if you cannot be on the job.

Where youthful jobs and education come together, as they have in a number of our programs, a useful and meritorious incentive for the youngster to stay in school is to tie his job to the education he is receiving. Just as eligibility for the football team requires attainment of an academic standard, so might such eligibility be required for a school-related job program.

We believe that school systems, too, need incentives to keep dropout-prone youth in school. A common practice is to award state funding for local education on the basis of an early-Fall (often, a "Fourth Friday") count of enrollment. After this high point has passed, and income is established for the year, efforts to maintain attendance may tend to lessen. Perhaps multiple "Fourth Friday" counts are needed for distribution of funds. The system doing a good job in serving hard-to-educate youngsters is perhaps deserving of extra help.

Fourth. Programs go better when there is joint-involvement of all the affected agencies -- not just the prime contractor -- in planning, execution and assessment of a program. Needs should be identified, and resources of any that can be injected, drawn upon. The community and the participants themselves should be included. We have found that citizens work best when they can see the big picture. We suspect that they give their support more freely to agencies and efforts that work hand in hand for common purposes.

Community schools come to the forefront when joint efforts are considered. One of the facets of a community school is its extension of education into the community and, reciprocally, bringing the community to bear upon the learning that takes place within the school building. Vocational skill centers are a prime example. Their curricula are devised by committees representing the community's job opportunities. Specialists often come in to do part of the teaching. Placement of graduates is tied to the changing community situation. And, frequently in the evenings, young teen-agers give way to an adult enrollment.

A specialized kind of skill center is the Detroit Pre-Employment Center. There, the public schools and large industry have joined to create a learning situation that reflects as nearly as possible the realities of the work place -- the noise and repetition of the assembly line, time clocks, unions, contracts, grievances. Participants experience the best of both worlds -- school and industry -- and seemingly come out of school (keeping them in school is a major accomplishment) well prepared for actual work-life.

Years ago, schooling and the work experience often coincided. A boy might work in his father's corner grocery, putting into practice the math being learned at school. An older daughter might teach her younger siblings the reading and spelling she had absorbed in school. But in a more complex society, school and work have become compartmentalized experiences. In too many cities, schools and their neighborhoods are shut off from each other. We see the Youth Act of 1980 as a means to join once more education and work, provided that the two major parts of the measure are brought together to ensure coordination and mutual support. Strong achievement through widespread involvement at the neighborhood level could well be an outstanding result of this legislation.

Fifth. Accountability for programs must be focused on what happens to the participants. Young people need to know exactly where a program is going to take them. Too often they go through a pre-employment training program only to be dumped out on the street and told to find themselves an apprenticeship. It does little good to assess a program by how many persons completed ten weeks of training. If the objective is to ready youth for employment, how many of them proved they became ready by being employed? The Report Card for training programs is: Where are the trainees today?

Public-Private Ventures

The Mott Foundation's resources are miniscule compared to what the Federal Government is contemplating spending in this one area alone. We expect to grant about $26 million in over 200 programs this year. Of necessity, we have had to husband our resources quite carefully. In this need of youth employment in 1980 we will invest perhaps $2 - $3 million directly, and another $3 million to strengthen the historically and predominantly Black Colleges in their role of giving opportunity to disadvantaged youth. Other funds are going to help neighborhood organizations, many of which have great concern for the problems of their youth, in addition to our programs in elementary and secondary schools.

In a large number of programs we have supported around the country we have discovered time and again that CETA workers are providing important manpower to the programs of small, private agencies. Regardless of criticism leveled at this program, CETA, in our opinion, has been a good example of public and private resources coming together for the public's good.

Those of us in both public and private sectors would do well to leverage our resources, both talent and money, in joint ventures. An example of such leverage comes from another field -- the Urban Development Action Grant of the Department of Housing and Urban Development. The basic philosophy of UDAG as an economic stimulant of America's cities is the ratio required between public and private dollars in a given project. This approach would seem workable in youth training and employment programs. If a community had to come up with $3 to obtain $1 in Federal funds, and those local monies came from public and private resources, there would in all likelihood be a serious sense of "ownership" of the program by the local community -- and Federal dollars would stretch farther, and the aggregate for youth initiatives would expand tremendously.

UDAG has been a very successful economic stimulator. Applying its principles to youth employment might leverage activity in this field to a new high.

A Proposed Direction

In all that we do, our aim is productive activity for the young citizens of this country. For some this will be college or technical training and career development. For others it will be response to cries for help stemming from a variety of personal needs. For still others it will be job readiness, job training or job creation.

Were we in your position, we might well respond to this grave need of our disadvantaged young by setting up a program that in general could serve all the states at a budget level that could begin to make a difference. But we would not stop there.

We would reserve a portion of available dollars -- and not necessarily a really large amount -- for a variety of approaches that begin to match the diversity that makes up this country. For example, we might fund ten programs based in the public schools; ten that make use of volunteer citizens, especially seniors; ten that run through private business or industry; ten that utilize independent, non-profit agencies with youth initiatives as their purpose; perhaps other programs built around special populations or issues within the youth sector.

We would then monitor each program, each grouping of programs, regularly and closely. We would stick with the programs long enough -- four to five years -- to give each an opportunity to fully develop. And out of this plurality of approach we would expect to learn what worked well, and how and why it did.

By funding such action research, potentially successful programs could be identified. Additional resources could then be channeled into those programs.

Thank you, Mr. Chairman. It has been my pleasure to be here today.

Questions for Urban Schools Panel

1. There is considerable language with respect to benchmarks, or certain levels of achievement that this program is expected to reach. What are the dangers that we might be raising public expectations beyond what we can reasonably expect a program such as this to produce?

   Inherent in every new program is the danger of its being oversold. It should be emphasized that no one approach, or one piece of legislation, is going to solve the ills of a society so large and complex as ours. Yet, every program should have measurable objectives. These ought to be reasonable, attainable. Because they should be neither too high nor low perhaps nearly as much thought should go into the benchmarks and objectives as in the program itself.

2. Critics of the President's Youth Initiative contend that we would simply be putting money into an educational system that has already failed many of the students it seeks to assist. How would you respond to that charge?

   The simple point is, this nation's educational system has got to be made to work. It is true that schools have failed many young people, and they no longer can attract drop-outs to what may be very good programs. That is why we strongly advocate a variety of approaches. Educational systems need more purely Research and Development dollars. Most educators are willing, even eager, to do the needed job. They need help in knowing what they can do and how to do it.

3. How do you feel about proceeding with this program in the face of proposed cuts in existing education programs?

   In a day of economic setback and tightened belts, the plight of the unemployed youth actually worsens. Youth unemployment is a major social problem of our times, and to postpone its day of reckoning is only to compound it to fearsome proportions.

4. The provisions of Title I in the Elementary and Secondary Education Act do not preclude assistance to secondary school students. What would be your thoughts on using Title I, perhaps with some refinements, as the basis for targeting assistance of the nature proposed in the Youth Initiative?

   Where two or more public policies can converge on a problem, the more likelihood of success in meeting that problem.

Questions for Urban Schools Panel
Page two

5. If this program is to work, there must be a close relationship between education on the one hand, and jobs on the other. What kind of mechanism have you developed in your schools, or what kind do you believe could be developed to forge the necessary relationship between the education community and the private sector to insure that this program will succeed?

Primarily our reply is in William S. White's Expanded Remarks. We would add here, however, that we believe there to be several principles that hold true in school-to-work transition.

First, the incentive of available jobs is very important to the motivation of youngsters to do well in school. Second, there is no substitute for actual private sector involvement. Third, vocational education in classroom settings does not meet the need for on-the-job work experience.

There are a number of types of mechanisms for relating educational systems to the private sector. Federal funding can serve as a facilitator for creating such mechanisms. We cite the following examples:

(a) In Michigan, part of the Governor's discretionary funding has been utilized in support of the seeding of the Detroit Pre-Employment Center. The Center represents a unique marriage of the resources of General Motors, Ford, Burroughs, and Budd with the Detroit Public Schools to provide a school-to-work transition experience to over 1,500 high school seniors annually.

(b) The Jobs for Delaware Graduates program received substantial Department of Labor funding for creating a state-level mechanism whereby high-risk juniors and seniors receive special assistance from private sector and school resources in becoming employable. Over 700 seniors were helped in 1979-80 and most are now employed. The program is now receiving increased private support and several states, including Arizona and Massachusetts, are considering applications.

(c) The Private Industry Council initiatives have created a number of business interests to become involved in the affairs of schools. Some such involvements are patterned after Kaiser Industries Adopt-a-School program with Oakland High School.

William S. White
C. S. Mott Foundation
Flint, Michigan
June 17, 1980

Senator **Pell**. Thank you very much, Mr. White. Dr. Caulfield?

Dr. **Caulfield**. Mr. Chairman, I recommend to your thoughtful consideration S. 2385 on the strength of the unparalleled success of a program identical to that proposed in S. 2385, serving the same population of youth, which program was instituted 5 years ago in the school district of Union, N.J. My remarks will describe the program, and I will be happy to answer any questions that may be elicited from this description.

We had for years been encountering in this northern New Jersey urban-suburban district of 50,000 inhabitants and 7,000 students the limited but aggravated problem of the unsuccessful and unhappy senior high student. The student would demonstrate his/her alienation from the programs and activities of the institution through failure to meet the minimum requirements of the broad range of courses offered in this large, 2,300-student, comprehensive high school, which contained complete technical and vocational opportunities as well as academic and business offerings. The students would often demonstrate their frustration with themselves and the institution by insubordinate, disruptive actions, sometimes so unacceptable as to be suspended and, in extreme cases, referred to the courts and law enforcement agencies. The effect was to lose these young people after a substantial financial investment of 9 or 10 years of education, extensive parental involvement, intensive child study team work and counseling at a time when they had almost within their grasp that final training that would make them high school graduates with salable skills.

We in Union offer 10 complete vocational/career training programs. We determined that no intervention that would amount to more of the same would do. How, then, did we salvage these young people? We instituted what we call the COST, career on site training program. We select the most unsuccessful acting out young people in the senior high school. Usually, new, glamorous programs are offered to those who distinguish themselves through scholarship, service, or achievement in a traditional format. These students were chosen for distinguishing themselves, but in ways that are not usually greeted with approval or new opportunities. These students were chosen for distinguishing themselves by academic failure, accompanied by antisocial behavior of the most anxiety-provoking nature for the school authorities and their parents.

Once students elect this program, they are bused directly from home to a cooperating industry, where they are met by a academic teacher who accompanies them to the classroom in the plant. Two professional staff members provide the academic and career education portion of the program. This is a daily 3-hour episode in a one-classroom format with one break period. The students eat lunch in the plant cafeteria and report to their work stations. They are bused home at the end of the regular daily shift, usually 4:30 p.m. Each student receives an internship stipend, paid for by the board of education, with support from Federal-State assistance and contributions from the industry. Satisfactory attendance, job performance, and academic achievement is rewarded with periodic increases in the hourly rate. Failure to cooperate or nonattendance in the academic portion of the program is rewarded by not being able to work in the afternoon.

A coordinator interviews, counsels, tests, and orients parents and guardians, locates job stations and continuously works with supervisors, parents and teachers to help the students adjust and succeed.

What have been the results? Of the 100 students serviced over the 5 years, 80 percent graduated from high school in a day or evening program. This year, 88 percent are successfully completing the program. One must remember that these students were certain to have dropped out had they gone unserviced by this program. A followup study found that for the population responding, 82 percent are working; 63 percent are satisfied with their jobs; 53 percent are in jobs that offer advancement; 32 percent are in the same job they started in; 74 percent believe that this program helped. The young people responded by stating that they learned to accept authority; it improved their attitude toward work, improved their attendance and punctuality, gave insight on the world of work and people and helped them with their personal problems. One girl stated that without the program, life would not have been worthwhile.

Just 1 more minute. Why does it work? We believe it is the identification with the industrial institution, the adult treatment, the adult responsibility, the adult job. We believe the key element or change agent is the plant supervisor on the job—his/her positive reinforcement, as opposed to the too frequent negative reinforcement of the school and the home. These students would admit that they earned this previous attitude and behavior. The young person is now rewarded for what he can produce in this work station.

What does it take? A realistic staff of professional educators unwilling to give up on the most socially and academically unsuccessful young people. It takes a caring industrial community. In our case, it was the Schering-Plough Corp. which initially offered to cooperate, providing classroom supplies, 10 to 12 job stations, and an annual financial contribution. Coates and Clark, Western Electric, Parelli Cable, Red Devil, J. L. Hammett joined in soon after.

Finally, let me say that this is no panacea. We do not rescue or rehabilitate every candidate. Objectionable behavior continues sometimes at the industrial site. Most of the students are, at best, marginally tolerant of the daily academic component. We also admit that one goal is to improve the educational environment for the remaining 2,300 high school students and staff and those candidates accepting the off-campus COST opportunities.

On the basis of our experience, I respectfully request serious consideration for S. 2385. Thank you, Mr. Chairman.

Senator PELL. Thank you.

[Information supplied for the record follows:]

Questions for Urban Schools Panel

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TOWNSHIP
of UNION
SCHOOLS

JAMES M. CAULFIELD
Superintendent of Schools

June 24, 1980

Hon. Claiborne Pell, Chairman
Subcommittee on Education, Arts & Humanities
United States Senate
Washington, D. C. 20510

Dear Mr. Pell:

I am writing in reply to your communication of June 20, 1980 in which you asked five specific questions concerning S-2385.

My statement of June 17 before the subcommittee does consider most of the content of these questions. I was most pleased to make the presentation and to thank you and the Committee for the opportunity. I will answer each of the five questions in order:

1. I see no real danger of raising public expectation if the act is operationalized as envisioned. Our experience with an identical program of cooperation between the school system and private industry has been spectacularly successful. We have an 80% recovery rate for students who had been labeled as certain dropouts prior to involvement in this program. They receive their education from our staff at the industrial site and move on to job stations in the various departments. Since the jobs provide real training with products that are essential to the success of the industry, these young people associate with the industry and become productive "employees".

2. I think we would all take a measure of responsibility for the lack of success of certain young people who pass through our institutions. We certainly will not accept major blame. However, that is beside the point. We, in Union, have established a program which does recognize that for whatever reason certain young people are alienated from the institution of the school and must be offered an alternative which is sufficiently different to rekindle their interest in learning and in competitive employment. The program included in S-2385, if administered in a fashion considered by its architects, will have the capacity to deliver similar success.

3. I would feel that this program is even more essential in the face of proposed cuts in existing educational programs. We have been rehabilitating the most unsuccessful youngsters at approximately $1500 per student above our regular per pupil cost for the district of Union. This seems to be a very modest investment when one considers the consequences of not doing anything for this segment of our population.

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4. The provisions of Title I may allow for inclusion of activities similar to those outlined in S-2385 but my experience would be that the funding levels are only sufficient to provide the necessary remedial activities for the younger school age student. Early intervention has always been the thrust of Title I and it is rightfully so.

5. This is the heart of the proposed legislation. The program can only work if there is a close working relationship between the school personnel held responsible for its success and the personnel managers in the private sector industries and their department supervisors who would have immediate responsibility for the candidates. Our success is very much related to the personal relationship developed between our coordinator and the key personnel at each of the industries involved. We screen the young people during the Summer and meet with the parents to further explore this program. We meet with the department supervisors and their superiors to match the young person's aptitudes and attitudes with the job and personality of the immediate supervisor. No one is forced on anyone else. A key success indicator is the fact that we are paying the "internship stipend" directly to the student. Therefore, a semi-productive individual becomes an asset to the department in the industry because the limited productivity adds to the quota that the supervisor must deliver with respect to the commitment of his department to the industry he serves. Such an arrangement also avoids any conflict with the union that represents the workers in the particular plant. Most important, however, is the receptivity of the supervisor with respect to this initially unattractive young person who enters the job station with certain skill deficiencies and attitudinal problems. The supervisor's initial reaction is important. Under our program the initial reaction of the supervisor has been positive since there is no "charge" to his budget for his department. Later, a personal relationship develops as if it were a relationship of counselor to client and this cements total expectancy for the program. We have 88% success this past year and an 80% success for the five years to date. By this I mean, 80% of our young people have graduated from high school and have gone into competitive employment.

Again, thank you for this opportunity.

Very truly yours,

James M. Caulfield

JAMES M. CAULFIELD
Superintendent

JMC:kp

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RICHARD F. HALVERSON
DEPUTY CHANCELLOR

July 11, 1980

Clairborne Pell, Chairman
Subcommittee on Education and
the Humanities
United States Senate
Committee on Labor and
Human Resources
Washington, D.C. 20510

Dear Mr. Chairman:

Thank you for the opportunity to respond to your questions regarding components of the Youth Act of 1980. I hope that my input will be helpful to you and the members of the Subcommittee on your upcoming deliberations on S 2385.

My response to your questions are as follows:

1. Benchmarks

Benchmarks should be developed as measures of short and long range goals. They should be designed by and for those persons at the local level who most under stand the needs, goals, and capabilities of the individual projects and persons involved with the projects. The major danger would come from unrealistic benchmarks established by the State and Federal levels of government, furthest from the actual project. It is important not to construe benchmarks as being an "IEP" which is seen as an end in itself. The purpose of establishing benchmarks must be to provide a useful tool toward achieving the goals of a specific project, never as useless paperwork.

2. Schools have an organizational capacity to respond

The New York City public schools have taken much time and interest in developing curriculum and human resources within the school system and within the community at large. Our focus has been to enhance the capacity of high school students to improve their basic skills, their job skills and their career experience.

The results of a recent study by the New York City public schools reaffirm our belief that occupational education programs are effective both in motivating students to stay in school and continue into higher education and in preparing them for productive employment.

a. The most comprehensive survey of graduates of the New York City Board of Education's vocational and occupational education programs in the recent years has found that of the 20,513 June 1979 graduates of the secondary school occupational programs, 41 percent or 8,419 were located. Eighty-six percent of those responding are continuing their education and/or are employed.

Sixty-three percent of the graduates surveyed are continuing their education either in a community college or other training facility, and many of these individuals also reported that they are employed full or part-time. Of the 23 percent employed, 42 percent said that they were in a field related to their training, 13 percent were in "slightly related" fields, 38 percent in "unrelated" jobs and 7 percent were in the military. Fourteen percent of the graduates surveyed are unemployed.

b. In New York City the in-school YETP (Youth Employment Training Program) has proved to be an enormous success, as attested to by third-party evaluators and citizens' monitoring groups. This program has made it possible for more than 2,000 disadvantaged and marginal-learner high school youth to earn a minimum wage while acquiring invaluable on-the-job learning. The figures for the fiscal year 1978 reveal that of those who completed the program 74 percent went on to employment in unsubsidized jobs, education on the post-secondary level, or further training in other programs.

c. The beneficial effects of Cooperative Education in High Schools continue to be demonstrated in the findings from the six month follow-up of June 1979 graduates. Of those responding (421) 93.6 percent of the graduates are gainfully employed by working and/or continuing their education.

What we are currently doing in the area of basic skills, career, and occupational education is impressive and successful, but, unfortunately, it is totally inadequate to meet the needs of our very special student population. We need to be able to build upon and expand these programs in order to move more students into programs which will result in the necessary skills that will make them employable.

3. We recognize that cuts have been proposed to existing education programs but we would urge the Senate to pass the new Youth Act of 1980

   a. The Federal government now spends only $231 per year on each low income high school student compared to $3,046 for each low income student in college. This must be improved.

   b. This initiative represents the first time the Federal government has recognized that both labor and education must be partners in the solution to the problem of youth unemployment. It is imperative that this initiative be passed in order to alleviate this problem

4. Extension of existing authority under ESEA Title I, this is not possible because of the following:

   a. The vast majority of Title I services are targeted at elementary school students. Only 19 percent of current Title I funds in New York City are available for secondary school youth.

   b. Title I concentrates efforts on a highly targeted population within a school. We are not able to upgrade the whole school program as proposed by the President's Youth Initiative.

   c. No competition for funding exists under ESEA Title I. No incentive for creative planning and innovation is encouraged at the school building level.

   d. New York State requires that Title I funds be used for only reading, math, bilingual and writing activities. Title I makes no provision for the actual involvement of the business community, prime sponsors or vocational education, while integrating all segments of society necessary to secure jobs for youth.

5. New York City Public Schools: Collaboration for Occupational and Career Education

   a. The New York City Public School System is committed to a collaborative relationship with the business-labor-industrial, public sector agencies and other organizations sharing the same goals of career and job opportunities for youth. Only through a collaborative approach can students at all educational levels, elementary through adult be helped to achieve personal fulfillment and meet the needs of society.

   b. Historically, the New York City Public School System has engaged in partnership with the private, not-for-profit, public and quasi-public sector. One example is our Cooperative Education program. This program has successfully served a number of students and has been facilitated by the cooperation of a large number of businesses in New York City.

   c. More recently, our collaboration has strengthened and expanded through the efforts of our Advisory Council of Occupational Education, its Commissions; and other related groups such as the Economic Development Council (EDC); the Alliance of Labor, Business and Education of the EDC; National Alliance of Business; the Private Industry Council (PIC) and governmental support systems such as CETA and YETP (Youth Employment Training Program), New York City has been able to develop several pilot and experimental programs.

These programs have proven successful and have allowed students to have experiences which relate to the world of work, and to enhance their employability and basic skills.

One of the most salient advantages of the Youth Act is that it will allow us to build upon and expand efforts that we know have been proven successful. Therefore, we hope you will act on this legislation which is so beneficial for our youth.

Please let me know if you have further questions or wish clarification on any of the above responses.

Again, thank you for the opportunity to respond.

Sincerely,

Richard Halverson

RICHARD F. HALVERSON
Deputy Chancellor

RFH/es

Chancellor Halverson?

Mr. HALVERSON. Thank you, Mr. Chairman. I am pleased for the opportunity to be before you today to express our support for the President's youth initiatives.

The proposed bill reflects a number of thoughts that I think are major breakthroughs in terms of the education of junior high school and high school students in the United States. The first is the recognition that for most of our students, certainly the majority that the New York City school system serves, the relationship to jobs is a highly salient characteristic in their decision about whether or not they are going to remain in school.

The second thing the bill recognizes is that kids need partners; that no one single segment of the vast range of organizations concerned with children can do it alone, and the incentive for cooperation between industry, CETA and CETA sponsors, and educational systems will be, we think, a major breakthrough.

The third characteristic of the bill that is to be applauded is that it recognizes the need to combine remediation with occupational training, two activities which for too long have gone on separately in our school systems.

We are very concerned about the bill and its passage, because in the 2 years or so that the chancellor of the New York City public schools and I have been there, we have uncovered some information which indicates that the bill is clearly on the right track. One of the things we did is commission the first study on dropouts in the school system conducted in more than 20 years, and it was determined that 45 percent of high school children in New York City drop out before the completion of their program.

We went beyond the question of what the statistic was to try to discover some of the characteristics of kids who dropped out. One of the key ones was low achievement; that remediation, at least as it was offered previously, was not adequate. But a second characteristic was the inability of the kid to get into a program of his or her choice.

Last year, we had 14,000 school children in New York City rejected from occupational and vocational programs because there were not enough spaces. We know from the dropout study that a child who seeks admission into an occupational program and is turned down, at least in our system, is more likely to drop out than a child who never sought any kind of specialized training.

I think the last bit of information that we have uncovered this year that makes the bill of particular importance to us is that occupational education appears to work. We have done a followup survey of the June 1979 graduates of occupational and vocational training programs in the city. We located 41 percent of the graduates, and of those located, 86 percent were either employed or continuing in some form of advanced education—a phenomenal rate as compared with the body of school children as a whole in New York City.

From our experience and our research, this bill meets the need to link academic improvement with a real opportunity for jobs, and we strongly endorse it.

There are four specific points, I think, that we would like to make, in talking both about the President's proposal and the bill moving in the House of Representatives. First of all, we are very concerned that the bill focus money in those areas where children are most in need of occupational services. One of the problems with existing funding of occupational programs is that, at least in our experience, it gets lost in the State; it is MIA—missing in Albany. It does not come down to where 60 percent of the children in need of services are located.

A second concern for us is the competitive aspect of the bill. In a school system as large as New York City's, leadership is absolutely crucial, and we feel that the role given in the President's proposal for the superintendent to make choices among locations for the program is an important part of that leadership.

A third point we think is particularly important is that as the bill moves forward, provision be made for forwardfunding the CETA portions in order that they coincide with the school year. We conceive of an administrative nightmare if the funding cycles are not made similar. We believe title I and II should be forwarded funded. However, since the appropriations for the two titles are linked, we have no assurance that the educational portion will be adequately funded.

A fourth thing that we are very concerned with is that in determining eligibility, the title I use of attendance areas be considered in this bill, because the attempt to certify children, individual by individual, in any large school system is a horrendous administrative burden.

I want to thank you again for this opportunity, and express my hope and the hope of the many people you have seen from New York City today that the Senate is able to move this bill forward. Thank you.

[The prepared statement of Mr. Halverson follows:]

STATEMENT OF RICHARD F. HALVERSON

DEPUTY CHANCELLOR
NEW YORK CITY PUBLIC SCHOOLS
BEFORE THE SENATE COMMITTEE ON LABOR & HUMAN RESOURCES
SUB-COMMITTEE ON EDUCATION, ARTS AND THE HUMANITIES
HEARING ON S.2385, THE PRESIDENT'S YOUTH EMPLOYMENT BILL

DIRKSEN SENATE OFFICE BUILDING - ROOM 4232
JUNE 17, 1980, 10:30 AM

Chairman Pell, and Members of the Sub-Committee: Good morning. I am Richard Halverson, Deputy Chancellor of the New York City Public Schools. Thank you for the opportunity to share with you some of New York City's experiences, with youth employment and training and our reaction to the President's proposal on this important subject.

Over the last several months, government officials, economists, and business leaders have watched the appropriate indicators and have debated whether or when the nation is entering a recession and how severe and how long it will be. For many in our society, such discussion is irrelevant because their job prospects have been and continue to be uniformly grim. They do not share significantly in what are times of prosperity for others, and although they may find greater company in their economic distress when times are bad, this is hardly a consolation for which they or we can be grateful.

The President has submitted proposals on youth employment and training which deserve the most serious attention by Congress. On the basis of our understanding of the problem and the alternatives, I want to express my support for these proposals.

The President and the Administration's staff deserve credit for conceiving an innovative approach to the problems of youth employment. It is especially significant that, if these proposals are enacted, it would be the first time that the Federal Government will have made the schools major partners with private industry labor and the non-profit, public, and quasi-public sectors in addressing the problems of youth employment. The proposal is also notable for its understanding that it is necessary to combine mastery of basic skills with career training.

Congress has laid the groundwork for this new departure. More and more evidence accumulates that Headstart does help poor, preschool children. And NIE's evaluation of ESEA Title I demonstrates that these programs work for elementary school children. Now, this new initiative builds on the positive achievements of past programs and completes the cycle by targeting adolescents for assistance.

That adolescents need such assistance is beyond dispute. Although you are aware of the national dimensions of the problem, allow me to sketch for you at least an outline of its scope in New York City.

The unemployment rate for young people, ages sixteen to nineteen, is approximately 28% in New York City. The unemployment rate for Black and Hispanic youth is at least two times higher.

Recently, the New York City public schools released a study which showed that more than 45 per cent of the students of the New York City public schools drop out before completing their high school education. Each year, approximately 40,000 students drop out of New York City public schools before graduating.

The report found that these dropouts characteristically have experienced considerable academic failure during their school careers and will probably continue to experience failure after they leave. They have a high probability of falling into the category of the "hard core unemployed" who are shunned by government job programs and businesses because they lack the cognitive and personal skills for entry-level job training. The dropout rate would be higher still if it were not for a wide variety of programs operating in our elementary, junior high and senior high schools, but these programs simply are not adequate to meet the large needs we face.

Each year, approximately 14,000 youths who want to join our occupational educational programs are denied access because we cannot accomodate them. Many of these youths then choose to drop out of school rather than to pursue course offerings which they do not perceive as resulting in potentially marketable skills or as keyed to their level of interests.

The results of a recent study by the New York City public schools reaffirm our belief that occupational education programs are effective both in motivating students to stay in school and continue into higher education and in preparing them for productive employment.

The most comprehensive survey of graduates of the New York City Board of Education's vocational and occupational education programs in recent years has found that of the June 1979 graduates, 86 per cent of those responding are continuing their education and/or are employed.

Of the 20,513 graduates of the secondary school occupational programs, 41 per cent, or 8,419, were located.

What we are currently doing in the area of basic skills, career, and occupational education is impressive and successful, but, unfortunately, it is totally inadequate to meet the needs of our very special student population. We need to be able to build upon and expand these programs in order to move more students into programs which will result in the necessary skills that will make them employable.

The New York City public schools have taken much time and interest in developing curriculum and human resources within the school system and within the community at large. Our focus has been to enhance the capacity of high school students to improve their basic skills, their job skills and their career experience. Concurrent with that has been our use of governmental support systems existing in the community such as CETA and YETP and the redefinition of educational goals so that the schools can relate to the availability of jobs as well as to career development of students.

We have several pilot and experimental programs in New York City that have proved successful and have allowed students to have experiences which relate to the world of work. The programs not only develop job skills, they also provide an enviroment for enhancing employability such as getting to work on time, and acquiring personal skills useful on the job. We have found that basic skills and work experience require cooperation among the schools, the students, the employers, community-based organizations, trade unions, business coalitions, youth agencies, and other organizations sharing the same goal of improving job opportunities for youth.

Let me describe some specific examples of pilot programs in the New York City public schools which demonstrate what can be achieved, given adequate resources, proper planning, and a cooperative approach. Many of these programs have been facilitated by the cooperation of some of the following groups: the Economic Development Council, the National Alliance of Business, Open Door, Alliance of Business Labor and Education, and the Private Industry Council.

THE ADELPHI STREET PROJECT

This project involved the building trades skills of thirty students at George Westinghouse Vocational and Technical High School. Students were paid with YETP funds to rehabilitiate an abandoned building in an area of urban renewal in Brooklyn, VEA funds provided tools and supplies; community sponsors included a local church, sweat-equity, the Williamsburgh Savings Bank, and the Brooklyn Union Gas Company. The renovated apartments were rented to local residents. The enthusiasm, pride and sense of achievement among all participants, most especially the students, was extraordinary.

THE PISCES PROJECT

The Pisces is a vessel acquired from the Federal governments which has been reconstructed with VEA funds for training in marine electronics.

Students assigned to this vessel were employed in a New York Harbor environmental research project in collaboration with Columbia University. Skills acquired in the VEA initiated instructional program were applied to a project in which the students were paid and from which researchers gathered valuable information.

EPIC (EDUCATION THROUGH PRIVATE INDUSTRY CORPORATIONS)

The youth work demonstration project involves 340 students from four New York City high schools in a process of helping themselves make the transition from school into the private sector.

Students are on the job four days each week. On the fifth day, EPIC students in each school participate in planned activities which further develop their employability skills.

Students reach out and develop jobs in the private sector. EPIC also explores ways in which the business world can help make instruction more relevant and beneficial.

During the two years that EPIC has been active in New York City, 340 students in 4 high schools have been involved in the program. Because EPIC is a research project, different components of the program have been modified each year to develop a better definition of the collaborative roles that the educational system and the private sector business community can play in expanding youth employment opportunities. EPIC has been evaluated by a number of independent sources and has been identified as a model youth employment program.

COLLABORATION WITH PIC (PRIVATE INDUSTRY COUNCIL)

1. PIC/Polytechnic Institute and the Board of Education

This project will focus on revitalizing occupational education in the technological area of electricity/electronics, diesel engines and climate control. A collaborative effort is being developed to design new curriculum models in conjunction with a school, a community college, a university and business advisory committees. These technological areas have been identified as essential for the retention and expansion of industry in New York City. The initial step of this program will involve some 200 students from Westinghouse High School, in Brooklyn, in the Fall

2. PIC/Bloomingdale's Department Store/Board of Education-Fashion Industries

This program is being mutually designed with three high schools, PIC and Bloomingdale's Department Store. The focus is to develop curriculum in the field of fashion industries, provide students with career training, work experiences and jobs. It is scheduled for implementation in September.

SCHOOL FOOD SERVICES PROTOTYPE

This is a food services internship pilot project, developed in collaboration with the President of Local 372 of District Council 37, the Board of Education's Office of Food Services, the Office of Career and Occupational Education, the Principal of alternative school Satellite Academy and the Deputy Chancellor's Office. This spring students were involved in a ten week paid internship career ladder experiment leading to managerial training on a college level.

Objectives of this prototype are to utilize the resources of the public schools to train their own students in food services; to expose students to all facets of school food services, including working directly in the school lunch room with daily supervision by a manager. The students' job training is integrated into the regular curriculum to reinforce basic skills. Upon graduation those students who are successful will receive priority for available entry level job placements. After working a minimum of one year, students would be eligible for entry into a local college focusing on food services, and will continue in present job, tuition reimbursed by the educational fund of the union.

LINKAGES FOR NEW YORK CITY: VOCATIONAL EDUCATION/CETA LINKAGES YOUTH DEMONSTRATION PROJECT

The thrust of this recently funded project will be to develop the mechanism necessary for a system that will provide increased coordination between vocational education, and CETA sponsored vocational training activities. The overall mission is to improve the linkages among the various youth employment programs in order to assist in youth employability.

HIGH SCHOOL OUTREACH

High School Outreach is a new program created by the New York City School System to encourage ex-students to return to a variety of school settings. Out of school youths can walk in or be referred by schools or outside agencies to outreach centers and later to small instructional centers. An employment component of this program is being developed.

These models represent what we have been able to do with the funding available to us, but these programs have neither the depth nor breadth to solve the problems of a large number of our young people. The situation we confront is formidable. We have the largest school system in the country, approximately 960,000 students in nearly 1,000 schools. But, the challenges we face transcend size. Large numbers of our students come from single parent families; they suffer from poor nutrition and poor health; they live in substandard housing; they live in communitites with high unemployment and high crime. It is not suprising that our students have more difficulty in acquiring the basic skills which can make them employable.

We applaud the administration for recognizing the needs of youth, and Senators Williams, Pell and Randolph for introducing S. 2385.

We agree with much of S. 2385, and I think it would be useful to comment on H.R. 6711 which has been reported out by the House Committee on Education and Labor. In comparing the President's proposal to H.R. 6711, I would like to call the following points to your attention.

PRESIDENT'S PROPOSAL	COMPARISION WITH H.R. 6711
1. The money is targeted to youth who need it the most and the proposed program places emphasis on basic skills development for junior high school youth.	1. The House bill spreads funds away from urban areas. In addition the emphasis is more on older youth, with insufficient attention paid to basic skills development for junior high. There are too many "set asides" in an attempt to appease everyone with inadequate protection for basic skill development in the junior high schools.
2. The proposal allows for local decision-making. A local Superintendent decides which projects are to be funded, in conjunction with the Education-Work Council, while principals design their own programs to meet school needs.	2. Decision-making is still at the local level but the States have an increased role and the Superintendent's power is shared with the School Site Councils. We strongly support the Site Councils but within the context of the total program which allows the Superintendent to review school plans and to fund those schools submitting the proposal which best meet the criteria described in the Administration's bill.
3. The proposal encourages creativity. Schools must compete for funding; and although this may create some political difficulty at the local level and in the administration of the programs, it promotes creativity in designing innovative programmatic approaches for delivering educational skill for students.	3. Unfortunately the competitive aspect of the President's proposal is almost gone. This should be reinstated.
4. The proposal rewards positive achievement in that it demands comprehensive planning and accountability for outcomes.	4. In the House bill, the emphasis on comprehensive planning and accountability for outcomes has been adequately retained.
5. The proposal builds on successful aspects of other Federal efforts while trying to avoid duplication. For example: the funding goes through existing mechanisms for Title I and Vocational Education, but avoids entanglement of those programs.	5. In the House bill, this has been adequately retained.

PRESIDENT'S PROPOSAL	COMPARISON WITH H.R. 6711
6. The proposal encompasses upgrading the basic skills for the whole school, not the piecemeal approach to Federal programs currently in existence.	6. In the House bill, this has been adequately retained and we want to stress the importance of the need to plan for the whole school.
7. The proposal encourages dropout prevention and allows for alternative education models for students who already have dropped out.	7. This has been adequately retained.
8. The President's proposal would require income indexing of the individual child to determine poverty.	8. We hope that the Senate includes the House Committee's use of Title I attendance areas for determing poverty.
9. The President's proposal does not forward fund Title IV CETA programs.	9. H.R. 6711 forward funds CETA programs in order that they coincide with the school year. We believe Title I and Title II should be forward funded. However, since the appropriation for the two titles are linked, we have no assurance that the educational portion will be adequately funded.

Therefore, as you consider this legislation which is so beneficial for youth, I hope you will include these sections of the President's proposals which I have outlined, as well as the sections of H.R. 6711 discussed above.

What is also important today is to stress our overall enthusiasm for the Youth Act. The need is acute, and the lessons of the past are clear. If we fail to wrest our young people from the hold of unemployment, and even more important from the grip of unemployability, it is not just they who face a grim future. It is the entire nation.

Senator **Pell**. Thank you very much, Mr. Halverson.

Mr. Wood, I remember that we first knew each other in the days of Camelot, and I guess we have had hard lives since. Your hair has somewhat disappeared; mine has gone white, showing the rigors of public life. I cannot imagine a more rigorous life than being head of the Boston school system.

Dr. **Wood**. It has its moments.

Senator **Pell**. I am very glad to see you, if not en route to Hyannis this time.

Dr. **Wood**. Thank you, Mr. Chairman. I am delighted to be back. As you say, Camelot may be gone, but there are a few of some who were there at the time. I have submitted for the committee's consideration my written testimony for today. I appear as the superintendent of the Boston Public Schools, as the chair of the Policy Committee of the Council of Great City Schools, and as a member of the Private Industry Council of Boston, of which Mr. William Edgerly, president of the State Street Bank, is the chairperson.

What I would like to do, remembering your time schedules, is to highlight some of the written testimony, and undertake to make it responsive to some of the issues that the committee has focused on today.

It is a risky business to undertake new legislation at this time when resources are fewer and when needs are greater, and when authorization and appropriations processes seem to collide.

I think that the questions that the committee is rightfully focusing on turn on the capacities of the school systems, and particularly the urban school systems, to respond to the issue of what is different in this bill and legislation, and to the question of why not adjust existing programs.

So far as capacity is concerned, I think that Boston, with other public school systems, now is regaining that capacity. We are, as you know, Mr. Chairman, the oldest school system in the Nation. Our first school, Boston Latin, was established in 1635, and we believe that Harvard subsequently was established to take care of our graduates at the conclusion of that time.

We have been in the process of reinvigoration and reform after a court order for 2 years. What we aim for is what Theodore White, one of our more famous graduates, characterized to exist in the Boston school systems that he went to in the twenties in his personal history: in the fourth grade, as he wrote, to wire and circuit; in the fifth grade, to learn from a lady teacher the difference between a cross saw and a rip saw; and in the sixth grade, to learn and know history. It is that combination that public schools are able to fulfill.

Next September, we will open the Hubert Humphrey Occupational Resource Center as a new, multimillion dollar school center, directly related toward training opportunities and toward skill training. We believe that we share with our colleagues from New Jersey, New York, and across the country a determination to be effective educators for careers as well as college preparation.

Second, the question has arisen, why go forward with a new program when we are underfunded in present programs. I think the reason is primarily structural, which my colleagues have commented upon—the fact that we have the capacity now to deal in a coordinated way within the school systems and in a consistent way with the CBO's in the private sector. We cannot do that at the present time. The focus on individual schools, the focus on the school climates, and the councils all provide that.

Third, as to the question of why not, as you indicated, Mr. Chairman, fine-tune some of the present programs, sitting where I sit now in my present job I find that as helpful as individual programs of the Federal Government are and as necessary as they are, they come to us through vertical axes, through separate channels, in disparate pieces, in different calendars, and are expected to be reconciled at the superintendent and the school committee level.

The scattering of programs and their appearances represent essentially a seed catalog. What the new legislation before this committee represents is a chance to have a cohesive and comprehensive structure, and to establish for the first time accountability within the Federal programs that have come upon us since 1865. Thank you, Mr. Chairman.

[The prepared statement of Dr. Wood follows:]

TESTIMONY OF ROBERT C. WOOD
SUPERINTENDENT OF BOSTON PUBLIC SCHOOLS
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
OF THE
SENATE HUMAN RESOURCES COMMITTEE

Introduction

Chairman Pell, Members of the Committee, it's a personal pleasure to be before you this morning. As Superintendent of the Boston Public Schools and Chair of the Policy Committee of the Council of Great City Schools, I am grateful for the opportunity to speak about the President's proposed Youth Act of 1980. In these times of increasing uncertainty about the capacity of our economic system to provide employment opportunities for our citizens and the capacity of our public schools to provide survival skills for our students, an initiative such as this is significant. As one who has participated in previous efforts to assure Federal responsiveness to the needs of the disadvantaged and the plight of this nation's cities, I am aware of the challenges which characterize the dual process of authorization and appropriation. In a time when resources are fewer and the need for domestic services are greater than ever, attention to new programs becomes a risky business. Nevertheless, I thought it would be helpful for me to say a few words about the climate in Boston, the main features of this proposal and why I believe that it represents the most significant reform to affect education since the passage of the Elementary and Secondary Education Act of 1965.

One Setting: The Boston Public Schools

The Boston Public Schools is the oldest school system in the nation. The City of Boston is this year celebrating its 350th birthday; the oldest public school in the country--Boston Latin--was established in 1635; since Harvard College was established in 1636, we are fond of pointing out that one reason for its emergence was the need to find a place for our graduates. We are a proud school system in a proud city and are seeking, after seven years of strife and turmoil, to restore a tradition of academic excellence, of opportunities for the future and of guarantees for the continuation of a civilized population in an urban setting. Our students, faculty, administrators and parents have been at work to emerge intact from the requirements of court-ordered desegregation. We have fulfilled our obligations to provide education to populations previously ignored or under-represented: that is, to children with special needs and to biligual children. We have developed a response to State mandates concerning minimum competency requirements and are piloting a new way of testing the capabilities and instructional requirements of our students in the areas of math and reading. We have reorganized our system in an attempt to introduce modern management techniques and decentralized day-to-day operations to our nine districts. We have sponsored reform activities focussing on middle schools, typically the most neglected level in urban public school settings. We continue to build linkages with greater Boston institutions and agencies so that bases of support for the school system might be broadened and strengthened. Most importantly, for our purposes here this morning, we are about to open in September the Hubert H. Humphrey Occupational Resource Center, a multi-million dollar facility featuring up-to-date equi ment and training opportunities, for those of our students seeking employment after graduation. The HHORC will, we believe, be a model for job-related education for that sizable portion of our student body which does not consider college as an alternative and will continue to call the City of Boston their home. In terms of need, however, these responses are not enough.

The plain fact is that many of our youth have little to look forward to upon graduation . Boston's youth employment situation and the school system's lack of an effective design for remediation of the problem was addressed in one of a recent set of lead editorials in the Boston Globe dealing with the development of "A Program for Racial Peace" in the city. The 8 April 1980 editorial entitled "Job-School Ties" amphasized that a "visible, comprehensive and coordinated effort is needed" to reduce Boston's high rate of youth unemployment which is running 20 percent or more in white neighborhoods and 50 percent or more in minority neighborhoods. In language which might apply to the situation in New York, Oakland, St. Louis or Miami as well as to Boston, the editorial continued:

> "Boston must develop a whole web of links between the schools and jobs, even links that duplicate one another. What is needed is a major attempt to introduce young people in the City to the world of work, to aid them in obtaining the skills necessary to do a job and provide the support they need as they enter the workplace."

The burden, then, falls upon the school system to provide employability skills as well as upon the city and employment sector to provide jobs. The challenge for policy makers as well as legislators becomes one of designing incentives so that the world of work and the world of education might hold promise for young men and women. In my opinion, the proposed Youth Act incorporates such incentives.

Behind the Numbers: Organizing Assumptions

Two general features are noteworthy in terms of what this legislation proposes. One is the focus on basic skills and the link to jobs. At both the middle school and high school level, there are many of our students who are turned off because they do not experience a connection between what takes place in their classroom and what takes place outside of it. Almost 50% of our student at these levels are "non-promotes," e.g., those youth who are not promoted to the next grade level, with 25% from the ninth grade alone. Across the school system, we are engaged in efforts to ease the student transition from middle school to high school as well as upgrade our instructional and counseling approaches. As I mentioned earlier, we are also engaged in the development of a comprehensive approach to basic skills. We cannot, however, do this alone. The basic skills focus in this legislation assures that there is a link between what occurs in the classroom and what takes place outside of it. The proposed work and education councils provide a mechanism by which to help selected schools develop plans which will have a greater likelihood of success.

A second feature is the accountability structure. In both titles of the Act, there are shared principles and performance standards which affect individuals as well as institutions. The benchmarks which are incorporated into the plan will assure the most appropriate use of funds so that resources might be concentrated and used in ways for which they were intended. The involvement, too, of the private sector will aid those of us responsible for public education in preparing our young people for jobs where promotion is as much a reality as placement. Programmatically, the dual link will correct one of the major problems with previous employment initiatives: insufficient attention to educational enrichment in the preparation of young people for employment options. The world of education is assured to be a contributor or, indeed, a partner in guaranteeing access to opportunities. Such a partnership has never before been required yet is critical if our social systems and our cities are to survive.

Therefore, Mr. Chairman, on behalf of the School Committee of the City of Boston and the Council of Great City Schools, I support the proposed legislation and ask for your favorable consideration.

Testimony
on behalf of

The Council of the Great City Schools

on
Youth Employment Legislation

Presented to the
Senate Subcommittee on Education, Arts and Humanities

by

Dr. Robert Wood
Superintendent, Boston Public Schools

June 17, 1980

Testimony by
The Council of the Great City Schools
on the
Youth Employment Legislation

The Council of the Great City Schools is an organization comprised of 28 of the nation's largest urban school systems. On its Board sit the Superintendent and one Board of Education member from each district, making the Council the only national organization so constituted and the only education coalition whose membership is solely urban.

The Council and its member districts serve nearly 5 million young people, 30% of whom are below nationally-set poverty limits and 75% of whom are minorities. Over the past twenty-four years, the Council has maintained its goal of improving education in the urban schools and has expanded its membership from 10 cities in the northeast to its present 28 located in every region of the country.

In this testimony we would like to highlight some of the characteristics of youth joblessness and describe how a national youth employment policy might address them. The Council of the Great City Schools vigorously supports efforts by the Administration and the Congress to address unemployment among young people. The President is to be commended for the wide-ranging proposal he has initiated and for his commitment to solving one of our nation's most serious domestic problems. The continuation of youth unemployment at its current level remains a serious blight on the egalitarian principles of our society. We think the proposed Youth Act of 1980 contains the major educational and labor ingredients to alleviate that unemployment at its core.

The Committee on Labor and Human Resources under the leadership of Senator Williams and its Subcommittee on Education, Arts and Humanities under Senator Pell are to be commended for their response to this proposed legislation and for their long history of progress or employment for youth through vocational education and manpower development programs. We hope that the President's proposals tempered by the Committee's experience and education will be the hallmark legislation of the 1980's as the Elementary and Secondary Education Act was the touchstone of federal education programs in the 60's and 70's.

We would like to address in our testimony some of the lessons we have learned from other large youth programs and some of the principles that we think are important for the proposed legislation.

Historical Backdrop and Federal Involvement:

Only within this century has public education become more than the teaching of basic skills. Before 1900, schooling was seldom seen as a preparation for jobs, but was viewed as an acculturation process for a small elite proportion of the nation's children. Increasing industrialization, urbanization, child labor laws, and immigration in the early 1900's, however, brought such groups as the National Society for the Promotion of Industrial Education to advocate in 1906 school reforms that would reach a wider audience of young people. The growing clamor for a more popular-based system of public education led President Theodore Roosevelt in his 1907 State of the Union address to condemn schooling not directly tied to the work place. The first vocational training centers were being opened at this time in Boston in conjunction with the YMCA; and it was the presence of vocational education that gave the nation the needed rationale for passing compulsory attendance mandates and expanding the numbers of secondary schools (which opened at a rate of one a day between 1890 and 1920). The success of these early vocational programs and the pressure from a wide range of educational, labor, business and philanthropic groups resulted in the passage of the landmark Smith-Hughes Act in 1917. The Act, the first major federal response to a national educational-labor crisis, was designed to integrate youth more smoothly into the economy and to expand the breadth of work opportunities. Moreso than any other piece of federal legislation, Smith-Hughes literally shaped the structure of public secondary schooling. It was both Congress and the vocational education movement, then, that responded to the social pressures of the time. And the result of that early work has had a compelling influence on how high schools look today.

After Smith-Hughes, the federal government responded to a number of other major youth education and work problems with appropriate legislative and policy measures. The U.S. Army's famous Alpha studies were initiated in World War I to address the nation's need to match the millions of inscriptees with available military jobs. The program provided the basis for the important individual-to-job matching approach to education, personnel and jobs that has lasted to the present day. The Depression of the late 1920's and 1930's saw a host of federal initiatives to address the jobs issue, including the Wagner-Peyser Act of 1933. The significance of the legislation for youth was that it provided the first national attempt to forecast occupational trends. The Dictionary of Occupational Titles developed because of Wagner-Peyser is still used widely in the nation's schools and employment offices. The second World War saw personnel and jobs problems similar to that in the first War, except that this time the government responded with a number of sophisticated testing programs built on the emerging trait-factor approach to measurement.

Two additional trends began in the 1950's that were encouraged by the federal government. The first was the maturing of the American guidance movement, which was in the process of placing counselors in many of the nation's high schools. The second was largely the result of the Sputnik "crisis". The Congress responded with the NDEA, moving more of the country's youth talents into the scientific and technological fields demanded by changing priorities in space exploration. The results of the NDEA are still felt today in the educational emphasis on technology and the remnants of the many guidance centers that were initiated at the time.

The 1960's ushered in an entirely new decade in education-work legislation. The passage of the Career Education Act, the Vocational Education Act and the Elementary and Secondary Education Act were all signs of increasing sensitivity to school-job transition issues and to the civil rights demands of the day. The Council is particularly proud of its involvement in and contribution to these measures. Initially formed as a research organization designed to address urban vocational education problems, the Council prepared one of the major background reports for President Kennedy that helped form the basis for the Vocational Education Act of 1963.

The 1970's saw an additional piece of federal legislation enacted to help address the serious economic recession of the time: CETA. Title IV of that legislation was designed to provide disadvantaged youth job training, literacy skills and social services through a combined school system - prime sponsor effort. It is this new program and the proposals offered by the Administration which form our best hope for reducing the youth unemployment problem as we understand it today.

There are a number of conclusions to be drawn and lessons to be learned from the kinds of efforts the federal government has undertaken over the years. The first is that, whether they are wanted or not, federal policies and program decisions have a significant impact on education practice at the local level. This impact is important in that Congress is able to respond effectively to social need. This is evident in Smith-Hughes, when the needs involved immigrants, urbanization, vocational education, compulsory attendance and child labor; in Wagner-Peyser when needs included the ability to predict job trends and place individuals into available employment slots; in NDEA with the need for a technologically trained citizenry; in ESEA with achievement needs of poor students; and in CETA with the need to address the problems of the structurally unemployed. The fact that the Congress can respond with effective programming is both laudable and useful. It is exactly this kind of effectiveness and impact that is needed now with the current youth employment picture.

The second lesson involves how we think about our domestic ills. Although each new crisis brought needed legislation, the work of the Congress was not done ahistorically. Each new era not only saw new problems but brought new ways of thinking about old ones. We no longer see the youth employment problem as a lack in the number of secondary schools, for instance, or as a failure to match personalities with job types. Nor do we see civil rights and achievement problems as offshoots of cultural deprivation. But a number of flaws remain in how employment problems are considered and how programs are ultimately formed.

The federal government does not typically think of the schools, especially the urban ones, as an avenue to address employment problems. In fact, many see the city schools more as the problem than as the solution. It is widely claimed by employers that city youth are not hired because of the lack of basic skills. The Council's own work in this area indicates, however, that achievement scores in the urban districts have either held steady or increased over the last five years. The result of the perception that city schools are not up to the task of education is to rely less on their know-how in addressing social problems. Instead of focusing federal resources on improving this know-how, the federal government has often looked to other institutions to develop the basic skills of youth. Because the city schools are strapped financially they are unable to serve fully the neediest of youth but are later faulted for that lack of service and have funds withdrawn.

There are currently three federal programs that are on the books that are related to youth employment issues: Title I (ESEA), vocational education and YETP. Title I is a program that has been in existence since 1965 and provides about $3.0b for compensatory education. Despite the usefulness and extensiveness of the program, it remains a remedial effort at the elementary school level focused on only the most severe education problems. Its funds are scattered widely across

14,000 school systems and its regulations often result in classroom training that is totally separated from the mainstream of school life. Vocational education, as has been indicated, is the oldest of the federal programs but in many ways remains the most conceptually stagnate. Its funds continue to be spread on a per child basis throughout the nation and its focus remains on student placements. Because of this emphasis the most "job ready" youth are the ones chosen for vocational education slots while the neediest of teens fall through the cracks to become our unemployed. Vocational education is focused in grades 11-12 for the most part, a point at which most of the "high risk" youth have already left school. While the program is picking up more and more black youth in the cities, the reason has more to do with coincidental demographic changes in urban areas than a basic shift in program emphasis. The final program, YETP, is the youngest and smallest but the best targeted and most flexible. A first year's evaluation of the program by the Manpower Demonstration Research Corporation indicates high success with marginal students. The small size, however, has resulted in its not being given the priority at the local level it deserves.

What is apparent is that the youth unemployment problem is nowhere near being adequately addressed by these three federal programs. The youth unemployment problem especially for minorities has grown worse since their enactment. Title I and vocational education in particular have their own valid rationales and are to be applauded for their efficacy over the years. But their structures are incapable of dealing with the nature of the new problem as it occurs in our cities and poor rural areas. In large measure, youth unemployment exists independently of these credible federal efforts. The problem is not like it used to be; it will require a federal commitment apart from past programs while being informed by them. There is a rare and quite splendid opportunity at hand to design a program that is structured on the problem per se while it learns from the successes and failures of the other three federal efforts.

Characteristics of The Youth Problem:

Despite the long history of youth development efforts at the federal level, it has only been within the last several years that we have been able to sketch the general parameters of the employment problem. What has emerged from the data gathering is a striking picture of a most serious social phenomenon.

The Labor Department estimates that about one in six 14-19 year olds is unemployed. This figure is deceiving, however, because youth unemployment is not evenly distributed across the population. Factors of race, gender, residence, income and education relate significantly to unemployment rates. In fact, the Labor Department estimates that about one-fifth of all unemployed youth can be found in just nine cities: New York, Chicago, Detroit, Philadelphia, Cleveland, Washington, Baltimore, Milwaukee, and St. Louis.

Race is by far the most haunting dimension of the youth unemployment problem. While the unemployment rate for white youth is 15%, that for Hispanics is near 22% and for blacks approximately 40%. The disparity has grown wider over the last few years. The unemployment rate for non-white teenagers has increased from approximately double that of white teenagers in 1965 to about three times the white rate in 1979. This growing disparity is more disturbing when one overlays it with commonly held assumptions concerning the progress of black citizens over the last two to three decades. In the mid-1950's the unemployment rates of white and black youth were roughly equivalent, today the labor force participation of blacks is but 75% of whites. Blacks have lost ground in the struggle for jobs on every front. In cold statistical terms, the situation for black youth has become about three times more severe over the last twenty-five years than it has for white youth. These conclusions are both discouraging and ugly, especially when they are held next to commonly held assumptions about the progress of black citizens over the last two decades.

During this period jobs have been created for youth, although in limited numbers. What seems to have happened, however, is that a disproportionate share of those jobs have gone to white youth. The small decline in youth unemployment (5%) over the last three years is accounted for almost entirely by new jobs for whites. Expansion of the youth labor market will not be a solution for the structurally unemployed if the new slots go to those less in need.

Although central to explaining the pattern of youth unemployment, race is but one of the factors contributing to the joblessness. Gender also determines who gets what jobs. It is a variable in the youth employment equation that is largely overlooked. Females, as adult workers, remain concentrated at the lower occupational positions. In 1950, 76% of all working women were employed in the sales and clerical fields; in 1976 the percentage had only declined to 73%. Females in the 16-19 age category have continued to show a lower labor force participation rate than males. Joblessness among female youth not only effects their sense of personal worth as adult laborers but also effects their children and their future. The Census Bureau estimates that approximately 40% of all families with female heads residing in the central cities fall below the nationally-set poverty limits.

The third factor (outside of area of residence) that bears on the youth employment question is income. The burden of joblessness is not distributed evenly but is concentrated on those groups and individuals whose financial resources were not extensive in the first place. Three years ago, the Rockefeller Foundation's "Conference on Youth Unemployment" reported that the percentage of unemployed youth from families below the poverty line was three times higher for non-whites than whites. The report goes on to state that poverty in black families was 90% higher when the children were unemployed than when they were not. The Labor Department has documented that nearly 15% of black youths working below minimum wage levels were the primary wage-earners for their families. Income is a factor that understandably works in combination with those of race, gender and education. It is both cause and effect in a rather intricate web of structural unemployment.

The final factor instructive to understanding youth unemployment is education. Jobs come harder for those who have either dropped out of school or have not developed adequate skills. The chances of a dropout being unemployed is about 25% and increases to 33%, if one has just left school. The unemployment rate for recent non-white school dropouts is now at 50%. High school graduation reduces the chances of unemployment by half for both black and white youths. But even education cannot totally eliminate the effects of racial discrimination. Even when blacks finish their secondary schooling, their chances of being unemployed are high. In fact, non-whites with one-to-three years of college have higher rates of unemployment (23.2%) than whites who have dropped out of high schools (20.5%). What this says is that education has become a primary mechanism for whites to move from the category of the unemployed but less so for blacks. This is not to argue for the insignificance of schooling but it highlights the need for schools to be joined by other community support structures and institutions in building job opportunities.

The point at which all these factors converge is in the cities, themselves suffering problems in the last twenty years that only act to worsen the situation for their youth. Although there are recent signs of a resurgence, the economic base of the cities has significantly eroded. Between 1960 and 1970 over 800,000 jobs were eliminated in just 15 of the largest urban centers in the northeast according to a 1977 report by the House Committee on Banking, Finance and Urban Affairs. During the 1960-1975 period the central cities lost nearly 10.5 million people while their surrounding suburbs gained almost 14.0m residents. The cities are now populated with citizens whose revenue generating capacity is greatly below that of years past. The Census Bureau reports that there was an increase of approximately 1.5m poor people in the central cities between 1969 and 1976, despite the national decrease in the numbers of such people. The per capita income in the central cities is now below that of the suburbs according to the Urban Institute and the gap is widening. The result of these factors is higher unemployment in the cities, higher municipal costs, and higher individual taxation.

What presents itself is a problem located in an area least able to cope. The weight of the combined demographic and residential factors produces a situation where a young black person living in the poverty section of a central city has three times the chances of being unemployed as his white cohort in the suburbs.

The significance of the picture we have painted was articulated by Eli Ginzberg in a 1977 article in Scientific American. Working from the assumption that the goal of total national employment is too ambitious, Mr. Ginzberg advocates that federal legislation be built on two related principles. The first states that, given limited resources, federal employment programs should be flexible enough to allow innovation and experimentation at the local level, so that knowledge is gained over how to translate national goals into results. The second principle is related directly to the characteristics of the problem itself. Because of the combined weight of discrimination, low family income, education and residence; young minorities and females in the cities are concentrated at the end of the job queue. Since it cannot or will not find jobs for all, the responsibility of the federal government is to identify and help those least equipped to find and hold jobs.

What this signifies for federal legislation is simple: the national response should be as concentrated as the problem. The situation is at its most serious in the cities and in poor rural areas. In the limited number of cities on which the Department of Labor has data, the rate of unemployment is 25% to 100% greater in the urban center than in the balance of the SMSA. While the largest cities have 29.2% of the 16-24 year old population; they have 60.4% of the unemployed blacks in that age group, 52% of the unemployed hispanics and 25.6% of the unemployed whites.

The evidence showing how prevalent unemployment is in the cities is simply too persuasive to ignore. It is in the cities where the problem has defied solution for so long. In a period when added attention is being given to the extent of federal spending, new priority should be attached to efforts focusing national programs directly on needy areas. This is as true for the education component of the Administration's proposal as it is for the labor.

Urban School Employment Programs

The Congress has in the past recognized that the youth unemployment problem could not be fully explained by cyclical fluctuations in the economy and that the high rate of joblessness was better explained by youth labor-market and school-to-work transition factors. This recognition is evident the Youth Employment and Demonstration Project Act (YEDPA) passed in 1977 as an amendment to the Comprehensive Employment and Training Act. The new Act (YEDPA) was designed to improve the employability of young people by coordinating school and work experience through career exploration, counseling services, academic tutoring and on-the-job training.

Under Title IV (Part A, Subpart 3) of the CETA programs, 22% of the basic YETP monies were to be used for programs for in-school youth--according to local agreements between CETA Prime Sponsors and school systems. The legislation was designed to improve linkages among CBO's, prime sponsors and LEA's, thereby taking advantage of the resources and expertise held by each. It was this sense of coordination between manpower and education groups that provided the promise that the structural unemployment problem among city youth might finally be lessened.

The following is a summary of the kinds of efforts our school systems are making with funds under Title IV (Part A, 3) of CETA and highlights some of the lessons these programs have for the education legislation that is now proposed by the Administration.

Council staff spent much of the 1978-79 school year traveling the country observing the implementation of the first year of the in-school programs under the YEDPA of 1977. What the Council found was a variety of projects that gave testimony to the fact that decentralized program decision-making elicits efforts more finely-tuned to local needs.

Los Angeles, for instance, has integrated its YETP project into a work-experience program that has been in operation since 1942. The program provides extensive classroom work and individual guidance services to about 600 students, most of whom are hispanic or handicapped physically or mentally. Participants work 15 hours per week in public and non-profit agencies earning wages and academic credit. Baltimore uses part of its funding for its Harbor City Learning Center, a facility providing part-time work and career exploration to 550 students who have been identified as having poor attendance, low grades and a high chance of dropping out of school. Four off-campus mini-schools offer accredited courses in career clusters for dropouts; and academic instruction is offered in the fields of health, business, communications or community service is alternated with related public-sector work experience in two-week intervals.

In Pittsburgh, the youth employment programs in the schools are designed for the severely alienated student with no prior vocational training or experience. The 500 participants are provided with 12 hours of closely supervised work experience, one hour of group counseling and two hours of classroom training in social and job related skills on a weekly basis for five months. Participants receive a minimum wage and academic credit for class, counseling and work; and are placed in a part-time job in the private sector with continued counseling support. Chicago's program provides a mix of private-for-profit, private non-profit and public sector placements at a range of skill levels. Most of the participating students have the opportunity to observe and participate in the activities of a private sector firm and receive group counseling sessions by teachers and counselors in the home schools. Students are expected to leave their training experience with a specific set of skills that have been agreed upon with the employers.

The Minneapolis program provides a very unique example of school-business - CBO cooperation. That school system offers an in-school program of work experience and career education in its high schools. The program's 900 participants work eight to eleven hours each week at public and non-profit work sites. Two hours weekly they attend a class that emphasizes life skills, guidance, job relations and field experience in the private sector. In addition, the Minneapolis schools sub-contract with eight CBO's to provide out-of-school services for 125 participants. The CBO's provide work experience for 20 hours each week in public and private sector worksites. An approved plan of academic instruction is developed for each participant, who may take classes at a CBO alternative school, vocational school or community college. The school system reviews each CBO's classroom curriculum and recognizes work experience and class credits toward a GED or high school diploma.

In Detroit, the Board of Education subcontracts with Chrysler Learning, Inc. to provide its students a comprehensive program of group counseling and career development. The program addresses self-awareness, career exploration, problem-solving, decision-making and career planning. The 225 participants work at public sector job sites five hours a week and attend Chrysler classes for another five. The rest of the week is spent on remedial classroom work in basic skills.

Despite the diversity of these and other programs under the 22% set-aside, some generalizations can be offered. In nearly all of the programs traditional work experience is complimented by some mix of counseling and classroom services designed to develop participant "job readiness". Assistance is provided to students in improving self-concept, motivation, and interpersonal skills; developing awareness of the social requisites associated with success in school and work; examining the relation of education and work; exploring occupational options; and beginning personal and career planning.

The design of these in-school programs depends in large measure upon the clientele in need. Where schools and prime sponsors have attempted to reach special populations — the drop-out prone, junior high students, the handicapped, or the bilingual -- counseling and curricular services tend to concentrate primarily on the developmental, motivational, and social needs of students; YETP became a pre-employment experience. Where, however, income eligibility requirements constitute the only restriction to program participation, the programs tend to serve a population considerably more "job ready", including numbers of vocational and college-bound students. The experiences that the programs provided in these cases extended into the realm of pre-professional internships, and in some instances to sets of graded or sequential services.

The determination of who among the eligible students is to enroll in the programs depends on a number of variables. A specific concern on the part of the prime sponsors or LEA administrators involved with running the program often resulted in the selection of a particular target population and the establishment of appropriate outreach services. In those school systems where career education plays a vital role, efforts are generally made to involve younger students. Community interest may be directly reflected in program planning, particularly in the area of services for the bilingual; community pressure in some cases inhibited targeting efforts beyond the minimum income restrictions embodied in the law. The presence of an entitlement program like those operating in the schools generally relieved the worst of the pressure to provide jobs in specific areas for particular groups of students, and thus allowed for the development of more enriched services for specific needy populations.

In total, the twenty eight major urban districts comprising the Council received about $17m in funding in 1978-79 under the set-aside and served about 17,100 young people. (See Chart 1).

Urban School Program Priorities and Principles:

In the course of the Council's work in the area of youth employment, we have arrived at a number of general conclusions about what seems to work and not work. We think our findings have some bearing on the various youth proposals, especially in the education area.

1.) Program planning: Although the YEDPA was signed into law in the summer of 1977, its implementation did not begin until the following Spring. The lack of adequate information as the intent of the program and the desire to begin services quickly resulted in rather hasty planning on the part of schools and prime sponsors, two groups whose contacts with each other hand been limited. Instead, many of the early program plans were based on the school's past experience with programs like Neighborhood Youth Corps, summer jobs and vocational education. The youth employment programs in the cities are now in their second year and are showing greater signs of maturity.

What the first year's effort pointed to was the need for a planning period in which local schools could think, plan, consult and design. The history of other large programs like Title I, ESEA, indicate that such a planning period before implementation would have been beneficial. The Council, then, is in support of proposals for an initial planning year funded at $50m. Our only serious concern

DEPARTMENT OF LABOR
YOUTH EMPLOYMENT AND TRAINING PROGRAM
ALLOCATIONS
TO THE GREAT CITY SCHOOL DISTRICTS

	(1) What % of the YETP money did you receive for the in-school program?	(2) The $ amount you received for the in-school YETP program?	(3) How many students are you presently serving with in-school program?
ATLANTA	22%	330,000.00	210
BALTIMORE	20%	1,473,000.00	345
BOSTON	22%	152,517.00	100
BUFFALO	22%	361,[illegible]	2,[illegible]
CHICAGO	22%	1,400,000.00	9[illegible]2
CLEVELAND			
DADE COUNTY	22%	1,576,[illegible]11.00	215
DALLAS	22%	300,000.00	105 Winter Term plus 138 Spr[illegible]
DENVER	22%	136,811.00	150
DETROIT	22%	515,[illegible].00	122
LOS ANGELES	22%	1,1[illegible].00	825
MEMPHIS		662,[illegible].00	210
MILWAUKEE	22%	145,165.00	75
MINNEAPOLIS (a)	100%	152,000.00	500
NASHVILLE	20%	131,[illegible]5.00	40
NEW ORLEANS	22%	14[illegible],[illegible].50	1,[illegible]
NEW YORK	22%	1,8[illegible]	2,1[illegible]
NORFOLK	22%	[illegible]	1[illegible]
OAKLAND	35%	116,[illegible].00	1[illegible]6
PHILADELPHIA	22%	[illegible]	110
PITTSBURGH	42%	541,[illegible]	430
PORTLAND	22%	119,[illegible].00	31[illegible]
SAN FRANCISCO (b)	0%**	0**	75 slots (23) actually served
ST. LOUIS	NONE	NONE	NONE
SEATTLE	20%	177,394.00	400 (16,746 actual)
TOLEDO		50,300.00	1,1[illegible]
WASHINGTON	22%	157,817.00	80%

(a) Minneapolis - Has $260,000 of Title I funds for in-school programs.
(b) San Francisco - Received $794,711 from CETA Title II, which was equal to and in lieu of the 22% of YETP.
** Data for items 1-8 apply to school year 1978-79

	(5) The $ amount of money you received for your out-of-school YETP program?	(6) How many students are you serving with your out-of school program?	(7) The $ amount of money you received for your SPEDY program for the summer of 1978?
ATLANTA	NONE	NONE	634,221.00
BALTIMORE	31,500.00	150	2,[illegible]
BOSTON	no program	no program	[illegible]
BUFFALO	no program	no program	151,[illegible]
CHICAGO	no program	no program	3,200,[illegible]
CLEVELAND			
DADE COUNTY	no program	no program	1,0[illegible],1[illegible]3.00
DALLAS	no program	no program	300,000.00
DENVER	no information	no info	
DETROIT	no program	no program	2,0[illegible],[illegible].00
LOS ANGELES			422,5[illegible].00
MEMPHIS			
MILWAUKEE	no program	no program	[illegible]
MINNEAPOLIS	418,0[illegible].00	150	[illegible]
NASHVILLE	118,[illegible].50		
NEW ORLEANS	no program	no program	[illegible]
NEW YORK	2[illegible]1,[illegible]	1[illegible]5	[illegible]
NORFOLK	no program	no program	[illegible]
OAKLAND	0	0	[illegible]
PHILADELPHIA	1,61[illegible].50	1[illegible]	[illegible]
PITTSBURGH	no program	no program	[illegible]
PORTLAND	[illegible]	21[illegible]	[illegible]
SAN FRANCISCO	0	0	[illegible]
ST. LOUIS	no program	no program	NONE
SEATTLE	no program	no program	[illegible]
TOLEDO	no program	no program	[illegible]
WASHINGTON, D.C.	[illegible],114.00	7[illegible]	1,[illegible]

is that the program itself will be shoved off until the 1981-82 school year, despite the immediacy of the current problem.

2.) Concentrated funding: We indicated in the second section of this testimony that a great deal is known about where youth unemployment is concentrated: in the cities among poor blacks. The bulk of the program's resources should be focused on exactly this populace in the urban areas. It is these urban districts that suffer from severe revenue problems and have costs that tend to be about 15-20% higher than other areas due to higher teacher salaries and other labor expenses. In addition, the NIE title I studies (1977) have shown that individual children from low income families in the cities--where poverty is the most concentrated--tend to achieve less well than children from similar families in less poverty-dense areas. As a school's level of poverty increases, educational need not only increases but increases disproportionately.

Our analyses of the funding mechanisms in the various youth proposals indicate that they will provide about 29% - 30% of the funds to Council districts, a share that falls between the 35% provided under Concentration funding and the 21% under Title I (ESEA) (See Chart 2). SIE reports indicate that our cities have between 30-35% of all 17 year old poor in the country as of 1975. And about 75% of our enrollments are from non-white minority groups, the very groups whose unemployment is so high. Our best estimate is that at least 30% of all unemployed young people are in our cities.

What the 35% of concentration funding does is to reimburse cities on a per poor child basis, with limited recognition of the extra costs associated with educating them. In addition, the Orshansky data that are proposed for use in the Title II formula underestimate the extent of poverty in the cities by about 20%, because of the increases in the numbers of urban poor children since 1970 (See chart 3) that are not counted. The Council is strongly supporting a con-

Chart 2

Degree of Program Targeting
% of Funds to Council Districts Under
Various Programs

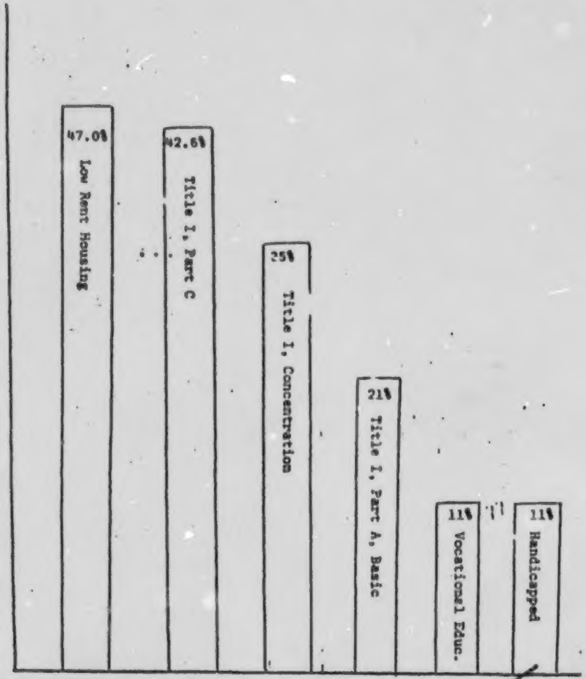
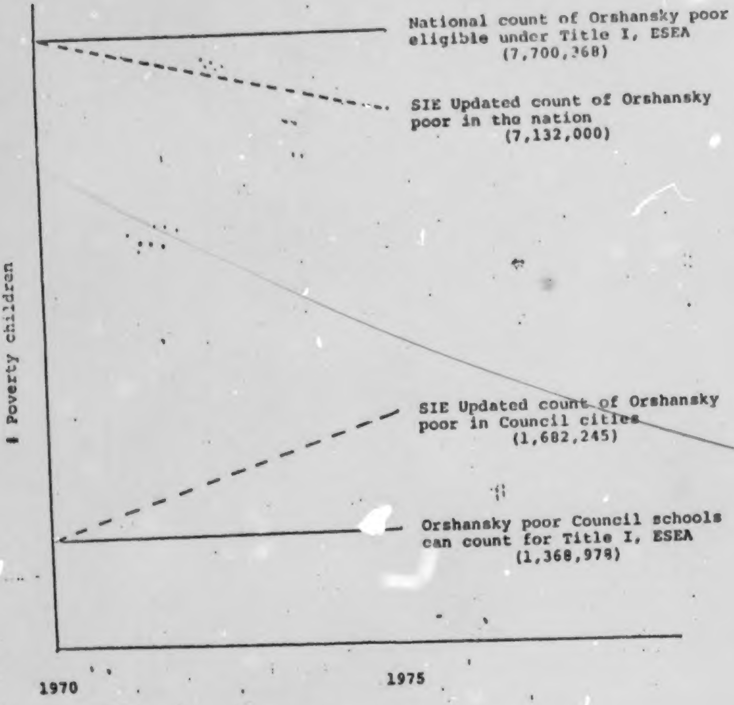


Chart 3

Poverty Counts in Council Districts



centrated funding mechanism in the new youth bill, but stresses that is is a very conservative distributor of program resources.

3.) Technical Assistance: The issue of technical assistance, who provides it and how is also of serious concern. The urban districts have been operating joint LEA/prime sponsor - education/labor programs for a number of years now without state assistance. State T.A. is most valuable in many current programs but there is little reason for such assistance in an area where the urban districts have more experience. The Council supports SEA TA for balance-of-state operations, but would recommend either national or regional TA centers designed specifically for urban districts or for sufficient latitude in the law to allow the cities to provide TA to one another with program funds. The urban schools have been advising one another on their education-jobs programs for two years now on an informal basis. This effective locally-based TA has been supported by local funds but has involved a very small federal program. Now that the program is enlarging, it seems advisable to build on that expertise by allowing formal locally-based TA from program funds To do this, the Council recommends a local set-aside for TA, training, evaluation and administration as in the proposed House bill.

We would like to share with the Subcommittee the results of a survey the Council recently conducted on local needs for technical assistance. (The numbers in each cell represent urban school districts):

TECHNICAL ASSISTANCE NEEDS ASSESSMENT
YOUTH EMPLOYMENT ASSISTANCE PROJECT

SUMMARY OF RESPONSES

	Program Strength	Could use Assistance	Not a Concern
O Have obtained the support of key school administrators	22	2	-

	Program Strength	Could use Assistance	Not a Concern
O Have obtained the support of local educational policy makers	20	-	2
O Have obtained the support of other local and state policy makers	12	5	5
O Have an effective relationship with prime sponsor	16	7	-
O Have developed good working relationship with community based organizations (CBO's)	10	9	2
O Have established programmatic relationship with community college and/or other technical schools	6	8	9
O Have been able to obtain business involvement and support	12	2	4
O Have developed job sites in the private sector	8	8	6
O Have developed sites in public sector outside of the school system	19	-	3
O Have been able to obtain union involvement and support	7	11	5
O Have been able to enroll physically and mentally handicapped students	10	9	2
O Have been successful in developing a bilingual component	9	7	8
O Have designed services for the involvement of low academic achievers	20	4	1
O Have been successful integrating YETP project with other school programs, e.g. vocational education, co-op education, career education, work experience, etc.	17	7	1
O Have been able to place junior high schools aged enrollees (14-15 year olds) in productive learning situations	12	7	5
O Have developed program offerings for unwed mothers	11	4	10
O Have been able to place ex-offenders	9	6	11

	Program Strength	Could use Assistance	Not a Concern
O Have established effective recruitment and intake procedures	20	1	1
O Have established a curriculum development effort	16	3	6
O Have incorporated staff development component	15	5	3
O Have been successful in developing quality enrollee work-sites	2	5	1
O Have instituted an evaluation procedure and/or established follow-up activities for enrollees	3	12	-
O Have implemented enrollee post-program placement activities	6	15	1

The results of the survey point to two conclusions. One, the needs districts have with education-employment programs are both highly specialized and locally based. That is, the programs are becoming sufficiently sophisticated as to require not general assistance but aid in particular fields like post-program placements and follow-up activities. The second conclusion involves the ability of the districts to help themselves. Nearly all of technical assistance that was provided and which resulted in the program strengths listed above was done so from one urban school district to another, at local expense. Particular attention should be paid to how any new TA system is established.

4.) Advisory Councils: A number of youth bills contain requirements for two sets of advisory councils: a district level board and a building level group. The Council has some concerns with the proposals over the appointment process and the groups' authority. We strongly endorse the existence of advisory councils but a great deal of Title I history can be drawn upon that indicates that they are extremely cumbersome and expensive to administer. The initial bill proposed by the administration requires that the district council be appointed from ten specified groups. One third of the members were to come from the prime-sponsor, one third from the LEA and one third by the PIC, the sum of whom were to be representative of the sex and minority composition of the service area and still contain members of other advisory councils. The building level councils were to be chosen in a similar manner. We support the notion that these groups be representative of the community and that they contain a diversity of community groups, but would urge the Congress not to write legislation that is prescriptive or restrictive. In large districts, the selection process must be flexible.

The second area of concern invol[illegible] authority of these councils. The wording of the Administration's initial proposals indicates that the role of the councils is not advisory, as it is under most federal programs, but is decision-oriented. That is, the councils appear to have veto power over a district's or a school's plan. Our own experience with the advisory councils under YETP indicates that their present advisory role provides a sufficient system of checks and balances at the local level. The entitlement nature of the program is often sufficient to lock services into a specific population. A sign-off authority by both councils and the prime sponsor would tip the authority for the program away from the schools even though they will be held accountable for service results.

5.) Selection of Participating Schools: The Administration's initial proposals recommend a series of often complicated procedures for choosing which schools are eligible to participate in the program. Two areas in particular are of concern to the Council: The ranking procedure and the number of schools funded. The proposal asked that the district rank its schools on the basis of poverty, a procedure similar to that done under Title I. However, additional language was present that indicated eligibility for schools which have over 75% of its students below the 25th percentile on a standardized achievement test. Besides the fact that almost no schools fall within this category, the presence of this criterion simply adds complexity to an already complicated procedure for deciding on which schools are eligible. Moreover, the nature of achievement testing does not always permit valid decision-making like that recommended. In addition, there is some reason to believe that the use of achievement data as a criterion for eligibility dilutes funding within the school district, pulling some funds away from high poverty areas.

The second area of concern involves the number of eligible schools chosen to participate in the program. The initial proposal called for about half the number of schools submitting plans to actually receive program funding. What this meant was that the superintendent and his/her administration would be placed in a position of having to choose amongst competing poor schools, a decision that is politically impossible to make. We would recommend an allocation system similar that proposed by the House bill.

6.) School Wide Programs: One of the more administratively cumbersome features of Title I, ESEA, involves school-wide programs, an area that bears on district programs under the Administration's initiative because of the use of poverty data in selecting schools. Because of the high costs of compensatory efforts in urban districts, the Council would urge that program funds be permitted to be used throughout an eligible high-poverty school rather than just for program eligible students. The benefits rest not only in the financial savings in the local district but in discouraging pullout programs that isolate children from the mainstream of school life. The NIE Title I evaluation studies, the 15,000 Hours Study (conducted in the Inner City high schools in London) and research by Ron Edmonds in New York all point to the detrimental academic and social effects of such pullout efforts. We would urge that they be guarded against in this new program. In school buildings with substantially less low income and low achieving students, however, programs may need to be more student specific.

7.) Vocational education: The Administration has also recommended a number of stipulations in the area of vocational education. For years, funding of vocational education in the city schools has been insufficient to meet student training needs, to upgrade existing staff, facilities and equipment and to address current market conditions. Language in the Vocational Education Act of 1976 specifies funding support for areas of "high unemployment" but until last year the Federal government had failed to ensure funds to meet that target. Urban areas continue to receive funds on roughly a per capita basis with little regard for differentials in unemployment rates. According to AVA figures, nearly 23% of the youth population is located in central cities with populations in excess of 500,000; but only 8.1% of the nation's secondary and post secondary vocational education institutions are located in these areas. The large city schools continue to be funded at about 11% of the national vocational education state-grant appropriations, despite having at least 30% of the country's unemployed young people.

The Council does not deny the potential impact of vocational education. It does have serious concerns if additional concentrations of federal vocational funds for large city programs--especially those controlled by local policymakers and encompassing the ideas and concerns of the urban community--are made subject to formal approval by a body quite removed from those concerns. The creation of a state approval process over a locally-based effort will serve to complicate and befuddle local programs. Many of the Council's districts find vocational education attractive but would rather leave decisions on programs and expenditures at the local level.

8.) Local autonomy: The central lesson learned by the urban schools in operating the YETP effort over the last two years is that there is a need for both decentralization and administrative flexibility. The youth programs that the

Council has seen, for the most part, operated in special quarters and were staffed with personnel hired solely with program funds. From such a centralized base, program staff usually developed and monitored program work sites and provided classroom instruction and counseling to students throughout the district. Contact with regular LEA personnel was often irregular and the program often made its impact only on students, without substantially altering how the schools operated. Decentralized YETP programs, on the other hand, usually worked to coordinate activities of staff based in individual schools. Most often the program staff in this decentralized arrangement was comprised of regular guidance and teaching personnel hired on a part-time basis, after-hours basis or donated as in-kind contribution by the schools. The advantages of the decentralized model are several: one, services can be concentrated, enriched, and more closely tailored to the academic, personal, and occupational needs of the individual student. The proximity of the program's counselors and teachers to the students allow closer coordination of services on his/her behalf. But most significantly, the involvement of regular school personnel in the delivery of services ensured an informal, but imminently practical form of staff development. The more frequently school-based personnel engaged themselves in the basic skills and employment needs of project students, the more likely they were to incorporate those concerns in their work with regular non-project students. The Council, then, supports efforts by the Administration to decentralize the program. We would urge, however, that credence be given these informal local efforts by not insisting that more formal structures be developed.

The most significant lesson learned from YETP involved the merit of local flexibility in program design. As it was exercised under YETP, this flexibility was a major program strength. Hence, consideration of the new Youth Act should result in as few federal policy directives, regulations and state and federal approval mechanisms as possible. We return to the first principle advocated by Eli Ginzberg in discussing new federal employment program efforts: innovation.

Because our knowledge of the problem and how to solve it is limited, the federal government owes itself the opportunity to learn as much about how local governments solve problems as possible. And, local governments deserve the opportunity to design programs that take into account their own idiosyncracies. What this means is federal legislation that is designed around the problem and not locked into tradition delivery systems. School boards, superintendents, principals and teachers in the urban schools should finally be given the opportunity, the responsibility, and the resources to develop an educational response to the youth employment problem.

* * * * *

Why then is this program needed? The reasons in short are twofold: one, the problem--especially for minority youth--is growing more serious; and two, the current federal programs to address the problem are inadequately targeted, too small, to restrictive and too piecemeal. The challenge for the Congress at this point, is to build a program that focuses on what we know of the problem, using what we have learned from the operation of other national efforts like Title I, vocational education and YETP. This does not mean a duplication of or tinkering with current programs. It means a rethinking about how services are delivered and for what reason. The Council supports the legislation that the Administration has formulated. In a country as well endowed as ours, there is no good reason to deny minority and other underserved youth the opportunity to work. Without a greater commitment to the solution of this problem, youth joblessness will continue to be more of an indicator of social pathology than a statistical blip in the demography of the young.

SUMMARY OF COUNCIL RECOMMENDATIONS

1. A funding mechanism that targets funds at least as closely as that under the Title I (ESEA) concentration program. (Present in House bill).
2. Retain a funded planning period for the new program (present in House bill).
3. Provide for a set-aside for local technical assistance, training and administration. (Present in House bill).
4. Provide flexibility in the exact selection process of advisory council members. (Present in House bill).
5. Delete sign-off authority over plans of any building level councils. (Not present in House bill).
6. Delete achievement criterion for school eligibility. (Not present in House bill)
7. Permit the funding of school-wide projects from program funds in high poverty schools (Present in House bill).
8. Eliminate the 25% earmark for vocational education. (Not present in House bill)
9. Forward fund Title I of the bill. (Present in House bill).
10. Delete requirements for schools to compete with each other for funding. (Present in House bill.)
11. Delete the state sign-off authority over locally-developed plans. (Not in House bill)
12. Require that expenditures in private schools be comparable, not equal, to those for public schools. (Present in House bill)

Senator PELL. Thank you very much, Dr. Wood.

Our final witness is Mr. Husk, who is representing the Great City Schools.

Mr. HUSK. Thank you, Mr. Chairman. We, too, have submitted formal testimony which we would like to have put in the record.

Senator PELL. Thank you; it will appear in full in the record. Hold the mike closer, if you would.

Mr. HUSK. The Council of Great City Schools represents approximately 30 of the Nation's largest city school systems serving about 5 million children. It represents about one-third of all children in the country who are economically disadvantaged.

More importantly, for the purposes of this legislation, the children in the city schools and the children in the cities represent a very disproportionate number of those who are unemployed or whose chances of employment are very, very dim.

I would point out to you that 67 percent of minority youth unemployment is located in those 30 cities alone. For that reason, we support and applaud the targeting mechanism of this particular legislation, because it recognizes the concentrated needs of particular youth in specific locations. The problem is not spread across the board.

When we look at youth employment, for example, we see that the average white high school graduate at age 24, has a 6-percent chance of being unemployed. However, with minority youth, the chances are 37 percent that that youth will be unemployed at age 24.

Another thing that has not been pointed out, or has not been underlined, is the capacity of the public school systems. In spite of all the criticisms and in spite of all the failures, which are, as in the case of New York, being acknowledged and addressed, there are attempts to correct some of these problems.

The fact of the matter is that if a minority youth finishes an urban school, his or her chances of employment are increased by 50 percent; the data show that over and over again. The disparity between those who finish school and those who do not finish school results in that kind of discrepancy.

So the question is, How can we attract and keep some of these youngsters in our schools; how can we prevent them from falling into the unemployment mainstream? I think this is the main difference we have with community-based organizations. I think that, in general, they tend to focus on those youth who are older and beyond school age. We are talking about a program, under title II of this particular proposal, that will address ways of preventing youngsters from falling into that jobless stream.

There are a couple of issues that we need to look at very carefully with regard to this legislation, and they center around the question of what happens should this legislation not pass. If this legislation does not pass, as the administration has pointed out and as the Senator is aware, we will have missed a tremendous opportunity. In a period when the work force is growing smaller because of the decline in population, job and educational opportunities should be increasing for minority youth. Enrollments in higher education are dropping. What a tremendous chance for the Federal Government to come in now with a support system that says to a child, "We can give you an education; you will finish high school; and you will have a good chance for employment, because the private sector has told us they will hire." We also have a great opportunity to move into the higher education system, because there will be more places available for the youth that we are talking about. There is also a well-developed support structure through other Federal programs to help youth achieve these objectives, so I think we have a tremendous opportunity.

The problem with the current Federal programs, I think, as Dr. Wood has pointed out, is their structure. They tend to go through channels of their own and do not allow the flexibility at the local school level and at the school building level to pick and choose among the various approaches that have shown to be successful for the youth in question.

For example, forcing a school system to spend *x* amount of money on vocational education works against the principle that says that a particular youth at a particular school building might be more appropriately served through some other program.

We have, for instance, the limitation of the career education program, which now is a State-operated, $20 million program. The local portion of that program has been severely limited.

So I think that, in essence, we are very supportive of this legislation and would press the committee to act on it favorably and quickly.

Senator Pell. Thank you very much indeed.

I think that the national figures indicate that only 7 percent of all vocational education facilities are located in metropolitan areas of over half a million people. Do you feel that this indicates that vocational education facilities are not adequate to provide the skills that are anticipated at the senior high school level?

Mr. Husk. I would like to start off by saying that this committee should be applauded, because it initiated the legislation for establishing construction programs under vocational education. This committee recognized that need a long time ago.

I think that what has happened, though, is that the expansion of vocational and technical programs at the State level has moved with the population. Basically, we see the expansion and construction occurring in the suburban areas.

But to answer your question briefly, you are absolutely correct. The stations are lacking at the city level; they need to be increased. This legislation does not respond to that particular issue.

Senator Pell. You put your finger on one of the things that really worries me, and that is that legislation is on the books, but the administration has never requested funds for reconversion. As I say, this again is a question of closing off or not spending money on a lot of existent programs just to attain in a new program very similar objectives.

Being a politician and wanting to obtain a good result, whether it is Peter or Paul, if the result is good, as I said earlier, and we rob Peter to pay Paul, at least the money will get where we want it in the end. But I do not think we ought to be under any illusions that we could not do everything we wanted to do under this bill under present legislation. This is what bothers me a little bit about it.

Do any of you have any comments along this line?

Mr. **Halverson**. Could I just comment on your last statement, Senator?

Senator **Pell**. Please.

Mr. **Halverson**. I think it certainly is reasonable to take the position that administrative changes in existing regulations would further the kinds of programs we are talking about significantly.

But from where we sit in the local school district, I think it is hard for us to believe that without strong legislative support and a clear legislative requirement, that the bureaucracies which we deal with would really reflect that kind of changed policy thrust.

It is hard for me to see, for example, title I and vocational programs really having a local basis rather than a State basis, unless it were the Congress cooperating with the President that made that a mandatory development.

Senator **Pell**. But do you have, for instance, in New York City adequate vocational education facilities to do what this bill calls for?

Mr. **Halverson**. No. It does not even tell the story to just count heads, because for many cities like New York, ours were built in the 1920's when the urban areas were in the forefront; they are now very outdated. So, even if the numbers were equivalent of upstate and cities, the kinds of programs we can run in those facilities are not equivalent.

Dr. **Wood**. I might add, Senator, that the same is true for Boston. The court mandate for vocational education sets a target of 15,000. We presently only have 6,000 students in the programs, and the funding not being provided by the state is therefore having to come from local resources.

The second point to make, to follow up on Dick's point, is that one of the great advantages that we are beginning to see in Boston is a partnership linkage with the private sector. So, for the first time, education and educationalists are not really going it alone, and for the first time, we are not being asked, in splendid isolation, to take the full responsibility. That partnership, I think, will be critical as a new dimension.

Dr. **Caulfield**. Senator?

Senator **Pell**. Yes?

Dr. **Caulfield**. I just want to follow up on Dr. Wood's point. We found that the private sector is the linch pin of this kind of an effort. We find that if the supervisor in the plant does not have to pay the salary of these young people, he is much more apt to take them under his wing and to work with them. Since they are not being charged off against his quota, even if they are semiproductive individuals, he will be more apt to have fine attitude toward that young person, and pretty soon a good relationship develops. This is the key to rehabilitating these young people.

So, if this money can be used in conjunction with the private sector and provide the incentive to the employer to assist, I think you have the right answer.

Senator **Pell**. Thank you very much.

Mr. White, there was one question I wanted to ask on behalf of Senator Williams. Do you see a role of community schools in a plan at the local level to prevent school dropouts and to attract unemployed youth to complete their basic schooling?

Mr. **White**. That is a tough question. We have been funding community schools for quite a few years; there are about 8,000 of them across the country. I think one of the basic things is that a community school fosters a climate of openness, and that is one of the basic tenets of community education, that you are willing to bring the community into school, and you are also willing to recognize that education must take place outside of the four walls of the school.

A doctorate dissertation has compared academic achievement and student attendance in Brockton, Mass., community schools versus its noncommunity schools. The findings were that students at the higher and lower ends of the socioeconomic curve had better attendance and grades.

In Michigan, we are now funding a little study to try to compare all the community schools in Michigan to further test the Brockton findings. Now, that does not directly answer your question, but it gets at the core of the problem, which is, what are some of the ways of preventing the dropouts and preventing the kids from turning off from the school system. I think community schools can do that.

I should say that I looked over the list here, and I will just say that we funded a lot of community education programs. About 9 of the panelists out of the 27 that you are going to see in the next 2 days, I think, we have been involved with.

Senator **Pell**. Thank you, gentlemen, very much indeed for being with us. If there are any further questions, we will submit them to you, and your statements will be inserted in full in the record.

This concludes this day's hearings.

[Whereupon, at 12:49 p.m., the subcommittee was adjourned.]

YOUTH ACT OF 1980

WEDNESDAY, JUNE 18, 1980

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 4232, Dirksen Office Building, Senator Claiborne Pell (subcommittee chairman) presiding.

Present: Senators Pell and Williams.

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

The first witnesses today are the Vocational Education Panel, which will be Dr. Eugene Bottoms, executive director, American Vocational Association, Arlington, Va.; Dr. Frank Santoro, deputy assistant commissioner, Bureau of Vocational-Technical Education, Department of Education, Providence, R.I.; Mr. Albert Brown, manager of Special Programs and Community Relations, IBM Corp., New York; and Mr. Clarence Burdette, assistant superintendent, Bureau of Vocational Education, Department of Education, Charleston, W. Va.

I would add here that today marks the third and final day of hearings on the education title of S. 2385, the Youth Act of 1980. We will hear this morning from witnesses from three panels, one on vocational education, one on youth education-employment panel, and the third comprised of representatives of various education associations.

While this will conclude our hearings on S. 2385, the record will remain open for 30-days so that we might receive written testimony from groups, organizations and individuals we were unable to accommodate during the last 2 days.

I regret very much that it has been impossible for us to hear from all groups who requested the opportunity to testify, but I wish to emphasize we not only need your views on this legislation, but we look forward to receiving it, to looking at it in the permanent hearing record, and to giving it very serious consideration during our deliberations on S. 2385.

Our first panel this morning is the one on vocational education. I welcome the panel here.

Who would like to lead off?

Doctor Bottoms.

STATEMENTS OF DR. EUGENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION, ARLINGTON, VA.; DR. FRANK SANTORO, DEPUTY ASSISTANT COMMISSIONER, BUREAU OF VOCATIONAL-TECHNICAL EDUCATION, DEPARTMENT OF EDUCATION, PROVIDENCE, R.I.; ALBERT BROWN, MANAGER OF SPECIAL PROGRAMS AND COMMUNITY RELATIONS, IBM CORP., NEW YORK, N.Y.; AND CLARENCE BURDETTE, ASSISTANT SUPERINTENDENT, BUREAU OF VOCATIONAL EDUCATION, DEPARTMENT OF EDUCATION, CHARLESTON, W. VA., A PANEL

Dr. BOTTOMS. Thank you, Chairman Pell. We in vocational education appreciate your continued interest in support of vocational education. We have written testimony that we will submit for the record.

Senator PELL. It will be included. And the House rules are 5 minutes for your testimony, and the yellow light will go on after 4 minutes, and 5 minutes, the red light.

Dr. BOTTOMS. We at AVA support the youth legislation recommended by the administration and now before the House and the Senate. We have advocated a comprehensive legislation to address the youth unemployment problem, and we feel that there are some elements in this legislation that we have been advocating that are present in the initiative that is now before you. There is a focus both on the job side and on the education effort.

The legislation will provide a focus to raise productive capacity of youth by combining basic skills, vocational skill development so that youth will have a better chance to move in private sector jobs. There is emphasis on prevention as well as a careful focus to take those youth who have already left school, are unemployed, and to return them to a combination of school and work that will help move them in private sector for employment.

We see in the bill the possibility of institutionalizing a pattern of on-the-job learning and related instruction, to bring school and private sector together, with a group of youths who have not been making the connection between school and work. We see the bill as developing a partnership between education and business and industry and labor and the community, and addressing a major problem that confronts this Nation in many communities.

We see these elements present in the existing legislation. We believe that vocational education can help in raising the productive capacity of youth. Within our testimony there is evidence that shows that vocational education is effective compensatory education for disadvantaged youths, can in fact increase their earning power in labor markets, can benefit disadvantaged individuals in their school work.

If we can increase the time that disadvantaged youths have on basic skills, and on occupational skills, we can help improve their transition into employment. Vocational education can help make education goal-oriented for disadvantaged youth, and it can provide the disadvantaged youth identity and a place to belong, and enable students to learn by doing. It enables disadvantaged youth particularly to see and experience themselves, develop roles, and aid in building their confidence in dealing with the kinds of challenges they will find in the work setting.

Through the cooperative vocational education approach we have a very succssful means of vocational education to connect school and work. While we support the youth proposal, there are some changes in the House bill and the administration bill that we believe would strengthen the legislation. There are many depressed communities that simply do not have the capability to offer skilled training to this group of youths.

We think there ought to be some flexibility in the legislation to allow communities to use their resources to increase their capability to offer long-term programs.

Second, we would urge greater focus be placed on out of school youth, at least 30 percent of the funds earmarked for vocational education go toward out of school youth, so we can aid in returning unemployed youth to a combination of education and work setting.

There are a number of other changes we propose in the testimony. These are highlighted in the testimony given to you. We believe the cost and consequence of the failing of local communities to mount efforts to raise in productive capacity of youth will result in further deterioration of jobs in depressed communities for loss of jobs. Failure to mount this kind of program is going to result in further erosion or destruction of programs to prepare youth to work. We will suffer the loss of the increased earnings and contributions that these youth can make to their local communities if we fail to develop their capacity. The cost will be higher when we come ultimately to address the problem.

We feel a sense of urgency in initiating this effort. We support this effort in particular because we do not find in vocational education legislation neither the structure nor the resources to address the problem that is identified there. However, we do not feel that this program ought to be funded by taking away from existing appropriations for vocational education, for vocational education has been underfunded, and just to take away funds from other communities and mount them in depressed communities will further deteriorate the ability of this Nation's education system to prepare skilled workers this Nation will drastically need in the eighties.

We believe with this youth initiative we can come to improve the quality of vocational programs in depressed communities, and reach out and serve additional numbers of youth, thus improving the transition from school to work.

Thank you, Mr. Chairman.

[The prepared statement of Dr. Bottoms follows:]

STATEMENT

OF

DR. GENE BOTTOMS
EXECUTIVE DIRECTOR
AMERICAN VOCATIONAL ASSOCIATION

BEFORE THE

SENATE SUBCOMMITTEE
ON
EDUCATION, ARTS AND THE HUMANITIES

CHAIRMAN
SENATOR CLAIBORNE PELL

JUNE 18, 1980

Mr. Chairman and Members of the Subcommittee:

The American Vocational Association has a commitment to the educationally and economically disadvantaged youth of this nation. AVA members in all states and communities are seeking an opportunity to expand their efforts in order to reduce the high incidence of youth unemployment and to build more effective partnerships between education and the community.

Mr. Chairman, vocational educators have known for a long time of your interest in vocational education. We express appreciation to you and the members of the subcommittee for your continuing support. As you consider the proposed Youth Act of 1980 (S-2385), we offer our assistance to do whatever is within the scope of our association to encourage the improvement and enactment of legislation that will deal effectively with the employment and training needs of youth.

AVA has supported the concepts in the youth legislation emerging from the Administration and now before the House and the Senate. We do not, however, feel this legislation should be a replacement for, nor in lieu of, existing vocational education legislation and programs. It should be in addition to and supplemental in order to provide an incentive and a capacity enhancement for the entire education community to address the grave concerns that are in every state and community. It is evident that these grave concerns cannot be addressed within funding of the existing vocational education programs. This funding is limited. It has also become evident that the youth legislation before Congress is an appropriate way to arrive at a response to deal with the problems of disadvantaged unemployed youth, particularly in areas of high concentration of poverty, such as the rural and urban depressed areas.

Within this setting, AVA is calling for 'comprehensive' legislation to address the youth unemployment problem We specifically recommend that:

1. The employment focus within the current Youth Title of the Comprehensive Employment and Training Act (CETA) be coupled with an equal focus on the educational development of disadvantaged youth.

2. Legislation emerging from Congress has as its basic intent the development of the productive capacity of disadvantaged youth through education with a focus on both basic and employment skills.

3. New legislation include both a preventive and a cure focus in order to meet the needs of in-school and out-of-school disadvantaged youth.

4. New legislation be designed to aid states and local communities to institutionalize a pattern of on-the-job learning and related instruction so that the private sector employer and education can be brought more closely together.

5. A true partnership be formed at the local level among education institutions, CETA, community organizations and private employers to plan and operate programs to serve youth.

DISADVANTAGED YOUTH: WHO ARE THEY?

Our country has a growing population of young people whom we have labelled disadvantaged. They represent our greatest untapped human resource. We desperately need to make them a part of the American economic system.

Who do we mean when we talk of the disadvantaged youth? These youth are distinguished by much more than the backgrounds of poverty and helplessness from which they come.

They are frustrated, resentful, disruptive, bored. They feel powerless in the face of barriers of poverty, disease, discrimination and basic ignorance. America to them is an impenetrable system which deprives them of many of the options which constitute freedom.

The majority, though far from all of these young people, live in the inner city. There they wrest daily with realities that most of us can scarcely imagine. They are frequently a part of large families living in close quarters, often without even the most basic necessities such as hot water, adequate plumbing or heat. Their stomachs are usually empty. Drugs and alcohol are more readily available than milk and vegetables.

Crime is as close as the nearest corner. It is easier to "hang out" with the crowd in the neighborhood than to find a way out. If they do search for a job, they meet with little success for they have little to offer a prospective employer. They are the people behind the alarming youth unemployment statistics. Schools Don't Work.

Public schools do not work for these youth. In fact, disadvantaged youth view the schools with bitterness and distrust---indeed, as the system's trap. These youth, who are struggling simply to survive, can see no usefulness in schools. In the daily educational routine, there seems to be little of a practical nature which they can see as offering a way to a better life. More frequently than not, they have abandoned formal education by age 16.

Since they seldom come in contact with "educated" people in their daily lives, few disadvantaged youth have any conception of how education can provide a stepping stone to a better future. Their role models for the most part survive through the welfare dole or through crime.

Providing values and hope for these students is more than our educational system is currently prepared to handle adequately. Most educators realize that these students require special help, extra attention, an educational emphasis that goes far beyond just teaching them reading or math or English.

Before these students can learn, they must want to learn. They must believe that through learning they will find a way out of poverty and hopelessness.

And they must believe that they can learn. By the time most disadvantaged youth reach the teen years, they have already gone through years of failure in school.

VOCATIONAL EDUCATION'S CAPACITY

The public schools and postsecondary educational institutions do have a built-in capability for meeting the needs of disadvantaged youth. It is called vocational education. The goal of vocational education-to prepare people for work-is one that any disadvantaged youth who struggled to find a job can understand.

Vocational education provides disadvantaged youth with a core of job-oriented learning experiences which gave vitality to the education experience. It combines the critical ingredients of creative, committed staff, concrete skills training, instruction in basic and interpersonal skills and a range of supportive services designed to undergird the learning process.

With proper planning, effective utilization and adequate resources, we believe that vocational education can be the vehicle to get disadvantaged youth off the streets and onto a productive path within the nation's social structure.

However, within the framework of existing vocational education legislation, there is no compensatory program for disadvantaged, high school-aged youth who are out of school. Many of these youth are unemployed. They require support for both schooling and employment and they require an education component in their program in order to progress from the lowest level discriminatory employment to a self-sufficiency level. Legislation or programs that simply provide a holding tank of low-level employment will serve to create a "lower class" atmosphere. This is intolerable and evidence is lacking that this kind of temporary employment is sufficiently leading to good, private sector employment on a long term basis.

The Vocational Education Act of 1963, as amended in 1976, has the following purposes:

1. To assist states in improving planning...[for vocational education].
2. To extend, improve and where necessary maintain existing programs....
3. To develop new programs.........
4. .....to overcome sex discrimination and sex stereotyping....and to furnish equal educational opportunity.....
5. To provide part-time employment [for vocational education students]......

These purposes are not only targeted to disadvantaged youth, but encompass a broad range of federal roles in vocational education. In addition, since enacting the Vocational Education Amendments of 1976, Congress has not increased funding for PL 94-482, with the exception of the FY 80 appropriations which have yet to be placed into programs at the operational level. Therefore, the expectations set forth in the Vocational Education Amendments of 1976 have not been backed up by resources to implement them. In addition, it is noted that the existing legislation does not provide targeting to enable the depressed urban and rural communities to deal with the expanding problem of youth unemployment. While the law states that priority should be given to depressed areas, the resources are inadequate and in most cases the limited funding will not enhance greatly the capacity of the depressed communities to deliver vocational education.

When the Congressional Budget Office testified before the House on this issue, they stated:

> The bulk of federal assistance goes to youth who have completed high school, rather than those who are still enrolled or who have dropped out of high school. Approximately one-half of the total federal expenditure for youth aged 14 to 22 is directed toward the fifth of that age group who are enrolled in college. On a per capita basis in fiscal year 1979, the average federal expenditure for postsecondary students was about twice as much as that spent on nonenrolled youth who dropped out of high school, and about five times as much as that spent on high school students. In the aggregate, nearly two and a half times as many federal dollars were directed to youth aged 14 to 22 [illegible] school, as [illegible]

> 22 who were not enrolled in school. About $6.5 billion dollars went to those in school and $2.7 billion went to those not in school. Federal education programs distribute nearly all funds to in-school youth, while employment programs distribute one-third of their expenditures to these youth.

This great disparity in federal funding is reason to urge the enactment of youth legislation.

Given the concerns the vocational education community has, AVA will continue to urge a closer connection between the existing Vocational Education Law and the new Youth Initiative. The nation is failing to develop the productive capacity of many of our youth under existing programs. As a nation we cannot afford this failure. We need to provide the incentive and the permanent capacity for communities to develop youth. Many of the communities located in areas of high poverty and economic depression simply lack the capability of providing quality vocational education. These communities need to mount initial efforts prior to being able to offer quality programs. The members of the Senate must recognize and write into the youth legislation the flexibility and the capability for communities to improve the institutional capacity if they are to prepare youth for jobs that are needed in their local community and across their state. It has been found that the federal investment to help communities help themselves is one of the most productive and influential usages of the federal dollar.

RECOMMENDATIONS TO IMPROVE S-2328

The Administration is to be commended for sending to Congress a youth [illegible] employment and training act. While AVA supports many of the [illegible] contained in S-2385, we are concerned that [illegible] clearly set forth in the [illegible]

For vocational education to be a full fledged partner in a comprehensive youth employment effort involving general education, the prime sponsor, and vocational education, some improvements are needed in the Administration's proposal. These recommendations will further: a) the potential of vocational education to make its unique contribution toward moving disadvantaged youth into stable jobs; b) the assurance that quality programs will be developed; c) strengthen collaboration and communication between education and the prime sponsor and between the Youth Initiative and the existing Vocational Education Law.

SPECIFIC STANDARDS FOR WORK EXPERIENCE PROGRAMS

In both Title I and II of the Administration's proposal, work experience is treated in a casual manner. Work experience may or may not be appropriate for disadvantaged youth. Work experience that is unsupervised, and not a part of an instructional program, may often teach the wrong skills. Isabel Sawhill (1979) finds that "premature placement of young people in unstructured jobs or work experience programs may lead to personal failure, to the learning of bad work habits and to disappointed expectations on the part of youth themselves and their employers."

On the other hand, a school-managed work experience program can be a useful instructional technique if it contains the essential elements for learning.

The Youth Employment and Training Act should set forth some minimum standards for work experience. Work experience must be purposefully planned and connected with related in-school learning toward the ultimate end of making youth employable in a stable job. This is more likely to occur if the following standards are required for all work experience programs:

1. A written, cooperative agreement between the employer, the school and the students.

2. Participation in an academic course and related vocational instruction coupled with the work experience program.
3. Work experiences should be planned and supervised jointly by the school and employers.

AVA recommends that eligible youth be provided with school-managed work-site learning as a part of the educational process. These programs should be structured to facilitate the education and employability of the student and should be a coordinated effort of the community and education.

Recommended Changes in Title I

Within Title I, we recommend six additional changes as follows:

1. Fourteen and fifteen-year old disadvantaged youth should be eligible for public service job stipends if they are enrolled in an approved Work Experience Career Exploration Program (WECEP). This will provide for the expansion of a very successful program.
2. All youth receiving public service job stipends should be required to enroll in a related education program, following the criteria set forth in our recommendation concerning all work experience programs. This will assure that disadvantaged youth get both the job experience and the education needed for stable, private sector employment.
3. Students enrolled in postsecondary employment skills programs should be eligible for stipends. Such youth often need financial support to remain in school.
4. Recipients of funds under the new youth law should be allowed to use these funds to meet the matching requirements under Section 110(a)(B) of the Vocational Education Act of 1976 (PL 94-486). This will facilitate the development of joint CETA/vocational education programs and will provide for equal treatment of disadvantaged youth under all legislation.
5. Title I funds should be allowed for stipends to support vocational education students who meet the definitions of "disadvantaged" and "handicapped" cited in the Vocational Education Act of 1976.
6. Title I should specify that employment skills preparation is an acceptable use of CETA funds.

Recommended Changes in Title II

Within Title II, we recommend a number of changes as follows:

(1) Use of Funds. Clarification is required concerning several requirements regarding the use of funds, including:

a) That a 75 percent set-aside of the basic and supplemental formula funds can be used for both basic skills and employment skills at the discretion of local education agencies and that a 25 percent set-aside for the basic and supplemental formula funds must be used only for employment skills programs. This will assure that at least 25 percent of the funds are expended for the purposes of employment skill development of disadvantaged youth.

b) That local systems are encouraged to use 50 percent of the 75 percent set-aside of the basic and supplemental formula for grades seven, eight and nine. As the legislation's specifications are written, it could be interpreted that 50 percent of the entire amount must be used for grades seven through nine which seriously limits efforts to return out-of-school youth to the secondary school.

c) Indicate that the planning grant of $50 million will assure a focus on and involvement of vocational education. This clarification is needed to assure that a plan emerges at the local level that relates basic skills and employment skills instruction.

(2) Definition of Employment Skills Instruction. This instruction should be defined as organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for career requiring other than a baccalaureate or advanced degree, or instruction related to the occupation(s) for which students are in training or instruction necessary for the student to benefit from such training, or instruction to aid individuals in making a career choice and other instruction needed by the individual to aid in seeking, holding and preparing for a job.

(3) Out-of-School Youth. The limitation of a maximum of 30 percent set-aside for out-of-school youth should be removed. The State Board for Vocational Education should be allowed to decide how much of the 25 percent set-aside under the basic and supplemental formula will be used for out-of-school youth. This gives greater flexibility to the states in the use of federal dollars to meet their greatest needs. The State Board for Vocational Education should also be allowed to mount employment skills programs for out-of-school disadvantaged youth up to age 21. This makes Title I and II consistent and assures that vocational education training stations will be made available to serve all unemployed disadvantaged youth.

(4) Purposes of Employment Skills Funds. The following purposes of employment skills funds should be specified in Title II:

1) The preparation of individualized education and employability plans that include vocational education and related services needed by the individuals to achieve their career goals.

2) Provision of institution-based vocational education and training necessary to enable participants to meet their education and training goals.

3) Provisions to improve institutional capacity to provide transitional vocational education services and training.

4) Provision of cooperative education, or other innovative approaches to supervised job experience, on-the-job training, work experience or career exploration under the school's management linked to related in-school instruction as a part of an educational sequence resulting in the participant achieving the education and career goals.

5) The assignment of a trained individual to act as a personal link between the participant and the institution or employer or with other persons and institutions with which the participant is involved in pursuing a program.

6) Career guidance services which shall be available for participants as needed throughout the period of their participation in programs under this part.

7) Out-reach and recruitment activities as necessary to inform potential participants of the opportunities provided in programs carried on under this part and to encourage them to become participants.

8) Making available to participants the supplies required in connection with their carrying out the education and training phases of their individualized plans.

9) Making available to participants the transportation which is necessary for them to carry out their individualized plans.

10) Developmental activities designed to improve the leadership abilities of disadvantaged youth.

11) Activities enabling the approved institutions to more effectively deliver services to the target group. These activities may include, but not be limited to, staff self-development, faculty exchange and instructional equipment.

12) Job placement and follow-through activities designed to assist disadvantaged youth in moving from entry jobs to advanced technical skills occupations that are in demand, including supportive job creation and job development activities in depressed communities that would serve to equip disadvantaged youth for self-employment or employment in new and expanding businesses and industries.

13) The establishment of vocational-based youth enterprises to [illegible] community improvement as learning activities for youth and any other type of services which will contribute to the ability of [illegible] to secure and retain stable employment.

Use of funds for these activities will greatly assist state and local education jurisdictions to improve their capacity to provide employment skills instruction to disadvantaged youth.

(5) Planning. To avoid duplicating administrative structures at state and local levels, increasing paperwork requirements and regulations, already-established adivsory committees and planning mechanisms should be utilized when appropriate.

As a first step, Title II should require the State Board for Vocational Education to outline procedures for administering basic and supplemental formula grants for employment skills by amending the state plan called for in the Vocational Education Act and requiring a review of the procedures by the State Superintendent of Schools in those states where the State Board for Vocational Education is separate from the State Superintendent of Schools.

A second provision should allow for simplification of the local planning process by requiring the state to establish the following criteria to be followed by targeted local education agencies and other eligible institutions:

1) Each participant must use the established Vocational Education Advisory Councils where appropriate. These councils will have representation of parents, youth, private sector business representatives and prime sponsors to advise the local education agency on the development of a plan that brings together basic skills, employment skills, on-the-job experience and supportive services designed to move disadvantaged youth into stable employment.

2) Each participant must meet the criteria contained in Title II legislation.

3) Each participant must develop a local plan that shows how basic skills and employment instruction will be integrated.

4) Each participant must develop a local plan showing how existing secondary and postsecondary vocational training institutions will be used to provide disadvantaged youth with relevant employment skills training.

5) Each participant must develop a local plan that will show how staff development activities will be initiated to assure improved educational outcomes for disadvantaged youth.

6) Each participant must develop a local plan that will show how [illegible] activities will relate to existing vocational activities under the Vocational Education Act and what support the [illegible] [illegible] provide.

(6) The Education-CETA Link. In order to coordinate the education component more effectively with the jobs program, there should be legislative language indicating strong linkages between education and CETA. This language should call for collaboration and a partnership at the state and local levels. The partnership can be built on the following:

1) The utilization of existing councils, commissions and committees already mandated, rather than by creating additional groups to advise, plan and coordinate.

2) The provision of outreach services to identify and engage potential clients.

3) The identification of needs through existing management information systems.

4) The requirement that all CETA-eligible youth have an education component of their programs.

5) The establishment of assessment and diagnostic centers within the education system for CETA and education clients.

6) Joint planning to link the demand side of the labor market closer to education.

(7) The Secondary-Postsecondary Link. Articulation has been a primary thrust in education for many years. Youth and adults mature and learn in stages and not all at one time and in one setting. The implications are that both secondary and postsecondary education institutions must be involved in a sequential program to alleviate the structural problems of youth unemployment. The linkages between secondary and postsecondary education institutions are based on:

1) The need to utilize existing educational institutions in the youth effort before expanding facilities.

2) The necessity to have a full range of programs for youth who drop out or who leave school.

3) The need for coordinated planning and utilization of resources.

(8) Linkages Between the Basic Skills and the Employment Skills [illegible]. The Administration's proposal states that "key factors contributing to high rates of youth unemployment are the lack of basic reading, writing and computational skills and lack of knowledge of general employment and job-seeking skills." While recognizing the validity of this statement, it is also true that these are not the only [illegible] factors. The acquisition of job skills for unemployed youth is a necessity. Knowledge of employment is not enough. Structurally unemployed youth must know how to do something or must possess a saleable skill, in addition to having a working knowledge of the basic [illegible] if they are to change their status.

The legislative language, must of necessity, require a collaboration between vocational educators and academic educators to plan a comprehensive program for each disadvantaged youth individually. This program should includ basic education skills and also should contain a series of employment skills appropriate to the age group and the capacity of the individual.

(9) Targeted Jobs Tax Credit. (PL 95-600, "Revenue Act of 1978") The targeted jobs tax credit is for qualified wages that an employer incurs or pays to members of a targeted group, (including youth participation in a qualified cooperative education program), after 1978 but before 1981. This provision in the law (Title III, Sec. 321) has enhanced the efforts of vocational educators to locate and place students in desirable training stations. It has been a positive step to enlist business and industry in the massive fight to reduce unemployment. Thomas W. Power, General Counsel for the Food Service and Lodging Institute, testified before the House Subcommittee on Select Revenue Measures (September 27, 1979) that: "Our companies hire from the other six targeted sectors...but they know that an employee in a cooperative education program will perform." We urge you to take the appropriate action to have extended the provisions in the "Revenue Act of 1978" that allow employers to qualify for the credit when they hire a youth participating in a qualified cooperative education program who is:

1) at least 16 years old but not over 19;
2) did not graduate from a high school or a vocational school;
3) is enrolled in and actively studying in a qualified education program.

RECOMMENDATIONS TO IMPROVE H.R. 6711 --- THE YOUTH ACT OF 1980

AVA has recently had the opportunity to work with the U.S. House of Representatives as they developed the Youth Act of 1980 (H.R.6711). This proposal outlines a comprehensive effort to connect education, the CETA system and the community together in programs for disadvantaged youth. While AVA is supportive of the concepts of H.R. 6711, we recommend to Congress the following concepts for improvement:

1. OUT-OF-SCHOOL YOUTH MUST BECOME A SHARPER FOCUS IN ANY YOUTH INITIATIVE PROPOSED BY CONGRESS.

Section 211(f) of H.R. 6711 calls for an allocation to the State Board for Vocational Education. While these institutions serve youth and adults and while it is recognized that much of the problem facing unemployed disadvantaged youth can be for out-of-school youth, it is not clear that the educationally disadvantaged youth up to age 21 can be served with programs funded through the allocation to the State Board for Vocational Education.

It is recommended that the Senate clearly indicate that at least 30 percent of these funds can be utilized for out-of-school youth up to age 21.

2. THE ALLOCATION OF VOCATIONAL EDUCATION FUNDS TO AREA VOCATIONAL TECHNICAL CENTERS IN AN EQUITABLE MANNER.

The Youth Act of 1980 (H.R.6711), Section 211(f) indicates that the distribution of vocational education funds will be made to area vocational technical centers in the same manner as similar funds are distributed to local education agencies and school sites. Due to the nature of area vocational technical centers, in that they are serving adults, adequate data regarding the nature of youth in the elementary and secondary school age bracket, is limited. The population of the area vocational technical center will mandate a different method of distribution than does the local education agency. For this reason, it is recommended that the state allocation to the State Boards for Vocational Education be distributed upon agreements reached in the joint plan between the local education agency and the area vocational technical center and that this intent be clearly stated by the Senate version of the youth legislation.

3. PROVISIONS TO IMPROVE THE CAPACITY OF [illegible] COMMUNITIES TO DELIVER VOCATIONAL EDUCATION SERVICES MUST BE INCLUDED.

The House version of the Youth Act of 1980 (H.R. 6711) [illegible] communities lack the capacity to [illegible]

[illegible]

in order to even offer vocational education programs.

With this in mind, it is recommended that the Senate write a provision into the youth legislation that will enhance the institutional capacity in depressed areas to prepare youth for jobs. This will mean that funds could be used to provide for facilities and equipment to conduct approved vocational education programs.

4. FUNDING FOR THE EDUCATION COMPONENT OF THE YOUTH INITITATIVE.

H.R. 6711, Title III, calls for funding of the education portion of the Youth Initiative only after the jobs of the CETA Title have been funded and then only 60 percent of the excess. This will be detrimental to the success of the education inititiative. Expectations will be raised and evaluations made when adequate dollars may not be forthcoming to accomplish the purposes set forth in the Act.

It is recommended that the funding for the Youth Act of 1980 be such that would provide for a phase-in of funding of the education component in order to bring it up to equal funding with the CETA component. This would mean that within two to three years the education component could be funded on an equal basis and true linkages could be made between the CETA component and the education component. At the same time this process would protect the CETA Title IV funding.

5. PROVISIONS FOR VOCATIONAL EDUCATION INVOLVEMENT IN PROGRAMS OPERATED BY STATE AGENCIES.

Subpart I of H.R. 6711 provides that state educational agencies shall be eligible for grants to establish programs for special populations.

There is no reference to vocational education in this section.

It is recommended that clarification be made that, following the intent of the rest of the legislation, 25 percent of those programs be used for vocational education and that the State Board for Vocational Education be involved in the planning and implementation of these programs.

6. PROVISIONS FOR INVOLVEMENT OF THE STATE BOARD FOR VOCATIONAL EDUCATION IN STATE SUPPLEMENTAL GRANTS.

Section 231 of H.R. 6711 calls for state supplemental grants to be used in the balance of state concept for those communitites not eligible otherwise for programs under the Youth act. Funds from the state education agency may be distributed to area vocational schools that are not part of local education agencies. The missing ingredient is the State Board for Vocational Education. It is not a party to the planning and distribution of funds under the state supplemental program.

It is recommended that the State Board for Vocational Education be a party to distribution of funds for the state supplemental programs in those states where a determination has been made there are separate area vocational technical institutions and that the State Board for Vocational Education be involved in approving the plan of the area vocational schools receiving funds under the state supplemental program.

7. PROVISIONS FOR TEACHER IN-SERVICE TRAINING AND RESEARCH EFFORTS TO BE A PART OF THE YOUTH INITIATIVE.

H.R. 6711 does not provide adequately for research activities and in-service teacher education. It is incumbent upon Congress to make provisions to learn more about what will work with disadvantaged youth. In addition,the upgrading of teachers, counselors and administrators, in order to better function within the framework of new initiatives, is needed.

8. ROLES FOR SCHOOL SITE COUNCILS

AVA is concerned that the Congress not grant to any lay group, advisory committee or community organization the power to frustrate local and state administrative authority.

9. THE LOCAL PROGRAM PLAN

H.R. 6711 has instituted the word "application" throughout the bill to denote the planning process and the communications to occur between the local and state agencies.

AVA recommends that the word "plan" be substituted throughout the bill wherever "application" is used. This does not change the intent of the process.

10. HANDICAPPED INCLUSION IN YOUTH LEGISLATION

AVA recommends that persons with handicapping conditions be defined as eligible for services under the Youth Act of 1980. This could be accomplished by including the definition of "handicapped" as a part of the definition of "eligible recipients".

Mr. Chairman, the American Vocational Association is pleased to present this statement and recommendations regarding the Youth Act of 1980. We request an opportunity to work with you and the members of the subcommittee and staff as you consider legislation for disadvantaged unemployed youth.

The attached statement on the effectiveness of vocational education is respectfully submitted for the record of this hearing. If we can be of further assistance to you and your efforts, please let me know.

Thank you.

THE EFFECTIVENESS

OF

VOCATIONAL EDUCATION

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THE EFFECTIVENESS OF VOCATIONAL EDUCATION

Any analysis of vocational education's effectiveness must begin with a clear understanding of who it is that vocational education serves.

Research tells us that vocational education students have traditionally come in greater proportions from the lower socio-economic ranks and have been students who as a group demonstrated less academic ability than their peers.

The three major, national longitudinal studies conducted in the past twenty years -- Project Talent, the Longitudinal Study of Labor Market Experience, conducted by John T. Grasso and John R. Shea and the USOE Senior Study show that secondary vocational education students are one standard deviation below college-bound students and one-half standard deviation below the general student in academic ability. Further, vocational students come, in much greater proportion, from the two lower socio-economic quartiles than students from the academic and general tracts, according to these studies.

In 1978, according to USOE figures, vocational education served approximately two million disadvantaged students with a federal set-aside investment of approximately $100 million, amounting to $50 per student. (These figures do not take into account the large numbers of disadvantaged students who do not require additional special services.) Clearly, vocational educators are committed to serving disadvantaged youth.

Vocational education develops human capital by developing the total individual. Through vocational programs, students mature into adult roles, not only through basic and technical skills acquisition, but also through learning experiences which deal with personal and interpersonal skills. Vocational education influences individuals in their school lives, work lives and in their personal development.

(1) Vocational Education Benefits Individuals in Their School Lives

Vocational programs can provide a place for disadvantaged students to become a part of the group and belong. Disadvantaged, alienated youth need a sense of purpose and a reason to stay in school and learn. These students need some sort of niche -- a base from which they can move toward achievable goals. Vocational programs give them that base.

Evidence of the effectiveness of vocational education programs for disadvantaged students was set forth by Sue Berryman[1] (1979) in a paper prepared for the Rand Corporation and presented at the Aspen Institute. Berryman (1979) [illegible]

> When we look at this array of variables, we see a group that relative to one or both of the other curricular groups: 1) comes from the [illegible] economically lower status families in the community; 2) does not do well at what schools tend to define as their highest status mission [illegible] development; 3) is not part of the high school's extracurricular structure; 4) rates the quality of the school positively; 5) is not alienated from the high school; 6) does not regard themselves as having been channeled into their curriculum; 7) [illegible] 8) prefers [illegible] vocational/technical (vocational postsecondary) [illegible]

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[1] [illegible] Vocational Education and the Work Establishment of [illegible]

10) has higher postsecondary employment rates and higher numbers of hours worked per week; and 11) is more satisfied with jobs as a whole and with their specific dimensions.

This is a group that does not connect into the high school by excelling academically or through participation in extracurricular activities. However, these students do not evidence the alienation from school or other negative school attitudes that we might expect. In fact, they evidence less of these than the general students.

I suggest that the vocational curriculum accounts for this surprising combination of "outcomes". It gives these students a niche in the high school and a future direction with which they can identify.

Further, the evidence shows that vocational education has a certain "holding power" which keeps young people from dropping out of school. Findings from one such study, from a technical school in a St. Louis, Missouri[2] school district, appear as Table 1. As can be seen in the totals, more than 80 percent of the class of 1977 stayed in school and graduated from their vocational programs. Grasso and Shea also found that for students who complete 10 units of school, vocational education raises the possibility of their completing grade 12.

A statewide survey in Texas[3] of graduates of various vocational programs sought views of former high school students after five years of work experience. Table 2 shows their responses concerning the helpfulness of vocational education in: preparing graduates for first jobs, expediting learning by doing and understanding, developing good work attitudes, and exploring career opportunities.

In a 1979 report produced as part of the USOE Senior Study[4], students expressed their feelings about high school four years later -- in 1976, and 64 said that "School should have placed more emphasis on vocational and technical programs."

Grasso and Shea[5] found that vocational education turns students on to further education. They state that vocational students are as likely as their general education counterparts to receive post-school training. However, vocational students' post-school training is more diverse in nature. This suggests that secondary vocational education helps youth understand that learning can occur in a variety of settings.

These findings serve to prove that vocational education can make a major difference in how many students feel about school. Over time, disadvantaged youth can learn how to learn as well as discovering the importance of learning to their future work lives.

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[2] [illegible] Study of Vocational Students: Special School District, [illegible] [illegible], Mo. 1977.

[3] [illegible] Views on Vocational Education [illegible] Five Years of Real-Life Experiences [illegible] Advisory Council for Technical-Vocational Education [illegible]

[4] [illegible] and Joseph [illegible] [illegible] Center for Educational Research [illegible]

[5] [illegible] Vocational [illegible]

SPECIAL SCHOOL DISTRICT OF ST. LOUIS COUNTY
VOCATIONAL-TECHNICAL EDUCATION

NORTH COUNTY TECHNICAL SCHOOL

HOLDING POWER OF STUDENTS ENROLLED

	Program	1973 Class			1974 Class			1975 Class			1976 Class			1977 Class		
		Enter 1971	Grad 1973	Per Cent	Enter 1972	Grad 1974	Per Cent	Enter 1973	Grad 1975	Per Cent	Enter 1974	Grad 1976	Per Cent	Enter 1975	Grad 1977	Per Cent
1.	Air Conditioning	20	17	85.0	23	21	91.3	44	41	93.2	42	39	93.3	39	34	87.2
2.	Airframe & Powerplant	----	----	-------	----	----	-------	20	18	90.0	21	20	95.2	20	18	90.0
3.	Auto Body	20	19	95.0	22	21	95.5	23	16	95.2	21	21	100.0	22	22	100.0
4.	Auto Mechanics	21	21	100.0	22	21	95.5	41	39	95.1	42	39	92.9	42	36	85.7
5.	Building Main. Mech.	----	----	-------	----	----	-------	----	----	-------	22	17	77.2	21	17	81.0
6.	*Business and Office Ed.	37	27	73.0	35	34	97.1	52	47	90.4	54	44	81.4	42	41	97.6
7.	Child Care Assistant	----	----	-------	----	----	-------	27	17	63.0	20	16	80.0	21	16	76.2
8.	Cosmetology	----	----	-------	----	----	-------	17	16	94.1	22	16	72.7	22	22	100.0
9.	Diesel Truck Mechanic	----	----	-------	----	----	-------	21	20	95.2	20	17	85.0	21	19	90.5
10.	Electronic Data Proc.	53	46	86.8	56	52	92.9	60	54	90.0	58	47	81.0	61	55	90.2
11.	Eng. Graphics/Drafting	19	12	63.2	19	16	84.2	23	20	87.0	20	14	70.0	22	14	63.6
12.	Fitter Welder	21	18	85.7	19	18	94.7	40	39	97.5	42	36	85.7	44	40	90.9
13.	Graphic Production Art	20	14	70.0	22	18	81.8	22	19	86.4	19	15	78.9	21	18	85.7
14.	Industrial Electronics	37	31	83.8	22	19	86.4	39	32	82.1	42	38	90.4	44	39	88.6
15.	Machine Shop	43	35	81.4	38	34	89.5	64	50	78.1	62	49	79.0	67	58	86.5
16.	Major Appliance Tech.	18	13	72.2	20	17	85.0	22	14	63.6	20	15	75.0	17	15	88.2
17.	Office Equipment Tech.	----	----	-------	----	----	-------	22	17	77.3	22	18	81.8	21	14	66.7
18.	Offset Lithography	20	20	100.0	19	16	84.2	22	19	86.4	42	39	92.9	39	33	84.6
19.	Ornamental Horticulture	33	27	81.8	38	30	78.9	39	27	69.2	44	33	75.0	41	28	68.3
20.	Radio and Television	19	15	78.9	20	16	80.0	18	16	88.9	21	15	71.4	21	19	90.5
21.	Sheet Metal	20	18	90.0	19	14	73.7	18	14	77.8	20	16	80.0	20	15	75.0
22.	Small Engine Repair	----	----	-------	----	----	-------	22	21	95.5	20	19	95.0	20	19	95.0
	TOTALS	401	333	83.0	394	347	88.1	656	555	84.6	696	579	83.2	686	592	86.3

*Business and Office Education is a one year program, therefore, the entry date would be the following year; 1971 would be 1972.

TABLE

STATEWIDE SUMMARY OF RESPONSES BY VOCATIONAL EDUCATION PROGRAM OF RESPONDENT

PREPARE FOR 1ST JOB?

	—	AG	DE	HO	[illegible]	[illegible]	OE	T&I	ROW TOTALS
Not Answered	0 0	2 1.4	2 .5	1 1.2	0 0	2 1.6	4 .6	3 .6	14 .7
Very Helpful	8 36.4	61 41.5	168 41.9	47 58.0	6 24.0	46 35.7	429 68.2	238 48.6	1007 52.1
Some Help	8 36.4	60 40.8	163 40.6	23 28.4	11 44.0	47 36.4	155 24.6	142 29.0	610 31.6
Don't Know	1 4.5	3 2.0	7 1.7	2 2.5	2 8.0	0 0	6 1.0	14 2.9	35 1.8
Very Little Help	4 18.2	12 8.2	38 9.5	6 7.4	3 12.0	17 13.2	18 2.9	49 10.0	148 7.7
No Help At All	1 4.5	9 6.1	23 5.7	2 2.5	3 12.0	17 13.2	17 2.7	44 9.0	117 6.1
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

LEARN BY DOING [illegible]

		AG	DE	HO	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Not Answered	1 4.5	2 1.4	5 1.2	1 1.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Very Helpful	5 22.7	78 53.1	161 40.1	52 64.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Some Help	10 45.5	53 36.1	166 41.4	18 22.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Don't Know	4 18.2	4 2.7	22 5.5	3 3.7	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Very Little Help	2 9.1	5 3.4	32 8.0	7 8.6	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
No Help At All	0 0	5 3.4	15 3.7	0 0	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

DEVELOP GOOD WORK ATTITUDES?

		AG	DE	HO	[illegible]	[illegible]	OE	T&I	ROW TOTALS
Not Answered	0 0	1 .7	2 .5	1 1.2	0 0	1 .8	5 .8	5 1.0	15 .8
Very Helpful	10 45.5	82 55.8	215 53.6	48 59.3	13 52.0	77 59.7	349 55.5	262 53.5	1061 54.9
Some Help	8 36.4	41 27.9	111 27.7	26 32.1	11 44.0	37 28.7	205 32.6	150 30.6	589 30.5
Don't Know	1 4.5	13 8.8	22 5.5	1 1.2	1 4.0	4 3.1	20 3.2	36 7.3	99 5.1
Very Little Help	1 4.5	7 4.8	35 8.7	5 6.2	0 0	6 4.7	35 5.6	26 5.3	116 6.0
No Help At All	2 9.1	3 2.0	16 4.0	0 0	0 0	4 3.1	15 2.4	11 2.2	51 2.6
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

EXPLORE CAREER OPPORTUNITIES?

		AG	DE	HO	[illegible]	[illegible]	[illegible]	T&I	[illegible]
Not Answered	0 0	4 2.7	2 .5	0 0	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Very Helpful	9 40.9	55 37.4	131 32.7	39 48.1	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Some Help	6 27.3	46 31.3	138 34.4	31 38.3	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Don't Know	1 4.5	15 10.2	33 8.2	1 1.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Very Little Help	5 22.7	17 11.6	54 13.5	7 8.6	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
No Help At All	1 4.5	10 6.8	43 10.7	3 3.7	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

Source: Advisory Council for Technical/Vocational Education in Texas

(2) Vocational Education Benefits Individuals in Their Work Lives

The "bottom line" of vocational learning rests squarely in the labor market and in the home. The most universally used yardsticks for measuring vocational education's effectiveness have been placement rates, length of employment and salaries. Statistically, vocational graduates fare much better in these areas than their peers who come from other curriculum areas.

Many states have documented the effectiveness of their programs in terms of employment rates, earnings, employer and employee satisfaction, mobility, relationship of placements to training, attitudes and postsecondary education. (See accompanying list of states and their studies.)

A recent report on findings from several public opinion surveys conducted by the National Center for Research in Vocational Education shows clearly the economic payoff of vocational training for workers. Salary information for respondents related to the level of educational attainment revealed that workers who had received vocational training earned higher salaries than other workers with comparable education at every level from high school through two years of college. (See Table 3.)

State Effectiveness Studies

Why Johnny Can Work: An Analysis of Employers' Ratings of Secondary Area Vocational Technical Center Graduates. Pontiac, MI: Northeast Oakland Vocational Education Center, 1979.

A Follow-up of Former Vocational Students from the Roanoke City Public Schools 1975-76. Lloyd W. Enoch. Roanoke City Public Schools, Virginia. Department of Vocational and Adult Education, May, 1977.

Vocational Technical and Adult Education: Student Follow-up Study of 1974-75 Completions. Jim Preston. Sarasota County, Florida: Sarasota County Board of Public Instruction, May 21, 1976. ED 124.685.

Ghazalah, I. A. Longitudinal Study of Vocational Education Graduates and Utilization of Federal Income Tax Data. Columbus, Ohio. Ohio Department of Education, 1978.

A Follow-up Study of the Post-School Employment Success of Graduates from Four High School Special Education Programs in the Midwestern Intermediate Unit IV in Pennsylvania for the School Years 1969-70, 1970-71, and 1971-72. Final Report. Grove City, Pennsylvania: Midwestern Intermediate Unit IV, 1973.

Table [illegible]

Family Income of Primary Wage Earners by Educational Attainment of Respondents With Two Years of College or Less, Vocational and Non-Vocational

Income Ranges	Attended H.S. Voc.	Attended H.S. Non.	Completed H.S. Voc.	Completed H.S. Non.	Attended 2 Year College Voc.	Attended 2 Year College Non.	Completed 2 Year College Voc.	Completed 2 Year College Non.	[illegible] Voc.	[illegible] Non.
$5,000	7	17	8	24	2	4	1	2	[illegible]	[illegible]
$5,000-9,999	17	40	35	61	11	11	4	[illegible]	[illegible]	[illegible]
$10-14,999	11	14	27	41	10	15	10	6	[illegible]	[illegible]
$15,19,999	5	12	27	38	14	8	5	9	[illegible]	[illegible]
$20,-24,999	6	6	14	26	5	6	6	4	51	[illegible]
$25,-29,999	5	5	11	13	7	7	5	5	51	[illegible]
$30-34,999										
$35-39,999										
$40-44,999[a]	1	1	3	4	0	0	1	1	[illegible]	[illegible]
$45-45,999										
$50,000+	0	0	0	2	0	0	1	2	1	1
N	52	95	125	209	49	51	33	39	[illegible]	[illegible]
Mean[a]	$10,915	$8,600	$12,429	$11,591	$13,400	$12,500	$16,450	$15,450	[illegible]	[illegible]
SD[a]	9,077.52	7,876.61	8,581.6	9,247.	7,745.86	8,097.	10,495.79	11,979	[illegible]	[illegible]
t	1.55 p .05		.83 p .05		.57 p .05		.38 p .05		[illegible] p .05	

[a]Mean and SD calculated assuming equal distribution of responses through $5,000 intervals.

Source: Morgan V. Lewis, Douglas C. McElwain, Patricia G. Fornash, "Attitudes Toward Vocational Education and the Relationship Between Family Income and Participation in Vocational Courses", The National Center for Research in Vocational Education, Columbus, Ohio, February 1980.

Research also shows that vocational education facilitates the career maturity of secondary school students. Grasso and Shea[7] report secondary vocational students' occupational goals were consistent with their curriculum choices. They further report that students in vocational programs were somewhat more likely to want jobs for which pre-employment preparation is available.

Further, Grasso and Shea also found that dropouts from secondary vocational programs did better in the work setting than did dropouts from the general curriculum. Not only did vocational training seem to result in better-paying jobs for these former students, they also tended to be employed to a greater extent in those occupations requiring pre-employment preparation than did dropouts from the general curriculum. Vocational program dropouts also showed greater mobility in the primary jobs than their general education counterparts and greater satisfaction in their jobs.

Studies concerning the extent of vocational education -- the amount of time in numbers of course hours -- reveal that increased time in vocational education results in increased employment. George Copa, et al[8], found that Minnesota vocational graduates do tend to come from the lower academic ranks, but fare better in further education and employment when they have experienced increased amounts of vocational education. Table 4 shows statistics for the Minnesota Class of 1978 one year after graduation.

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[7] Grasso and Shea, 1979

[8] George H. Copa, Donald E. Irvin, Gary Forsberg, Magi Salem, "On Measuring the Employment Effects of Secondary School Vocational Education: Minnesota Data and Experience", Minnesota Research and Development Center for Vocational Education, University of Minnesota, Minneapolis, January [illegible].

TABLE 4

Students Taking and Not Taking Vocational Education in Minnesota High Schools -- Class of 1978, One Year Later

Characteristic	Total	Students taking vocational education	Students not taking vocational education
		Summary data	
Number	16,271	12,619	3,652
Percent[a]	100.0	77.6	22.4
		High school rank percentile (%)[b]	
In upper 25%	26.9	21.5	45.8
In Lower 25%	20.9	24.0	10.2
		Sex (%)[b]	
Female	50.5	55.1	34.8
Male	49.5	44.9	65.2
		Educational activity after one year (%)[b]	
Vocational school	14.2	16.1	8.0
Community college	7.6	6.9	10.0
4 Year college	30.9	23.6	54.9
		Employment activity after one Year (%)[b]	
Paid employment	64.1	67.8	51.9
Unemployed	6.8	6.5	7.9
Paid employment, only	38.5	45.6	13.3

[a] Percentages are of the total number of students for which data was available -- 16,271.

[b] Percentages are of the total number of students in the respective columns -- 16,271, 12,619, and 3,652.

[illegible]

Other evidence of vocational graduates' advantages in the labor market.

o The USOE Senior Study shows that:

-- Vocational graduates generally required less time to secure their first job and then outearn other students.

-- Most vocational graduates reported that their training was important in the acquisition of their first jobs.

-- Students from vocational programs found greater relevance in their education in terms of job expectations than did students in other curricula.

-- Overall, graduates of the vocational curriculum seemed more satisfied with their jobs than did graduates of other curricula.

o An article in Manpower noted that vocational students "obtain their first jobs more quickly and, subsequently, experience fewer and briefer spells of unemployment than others with a high school education".[9]

o Project Baseline found that vocational education trained students, when unemployed, have shorter periods of unemployment.

Thus, the evidence is clear that vocational education makes an enormous difference in individuals -- in terms of employment, income, attitudes and diversity of further education/training.

(3) Vocational Education Benefits Individuals in Their Personal Development

An important dimension of vocational education, the complement of job/occupational preparation, is the instructional emphasis on other skills that make good employees. This aspect of the vocational education programs focuses on such things as leadership development, work discipline, work values, human relation skills, career decision-making and problem solving. All of these skills facilitate the development of youth toward an appropriate work identity -- and employment.

Historically, vocational education has aimed for an effective blend of intrinsic (competence, integrity, pride) and extrinsic (placement, salaries) benefits in the design of vocational programs.

Through vocational education, students are better able to plan and make mature career choices because they are helped in building qualities of character which enable individuals to shape goals and work diligently toward them.

In a report issued by the Arizona State Advisory Council on Vocational Education[10], graduates of vocational programs indicated the benefits from vocational training which were most useful to them. At both the secondary and post-secondary level, graduates attached the most importance to: "Learning to type, get along with customers, employers, employees, human relations, self-confidence, self respect and responsibility." Also of importance to these graduates was psychological background for working, motivation, job-holding skills."

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[9] [illegible] Adams, "Vocational Education: Performance and Potential", MANPOWER, [illegible], p. [illegible]

[10] "The Product Talks . . . Who's Listening?", The State Advisory Council [illegible]

Vocational education prepares people for their adult roles in life. The emphasis is on the whole person - not just on specific occupational competencies.

VOCATIONAL EDUCATION CAN BE EFFECTIVE FOR INCREASED NUMBERS OF DISADVANTAGED YOUTH

The issue today is not whether vocational education is effective or whether it can work for disadvantaged youth. The evidence shows overwhelmingly that it can work for this population.

The critical role of vocational education in the growth process provides the basis of its effectiveness in helping disadvantaged youth. Vocational education helps young people move from the arenas of play and daydreams to adult work. There are six major contributions that vocational education makes to this growth process that can serve to move disadvantaged youth toward productive lives.

(1) Vocational Education Makes All of Education Goal-Oriented

Vocational education can help disadvantaged youth see -- often for the first time -- that education can get them somewhere. Students get excited about learning because they are given a chance at last to set educational goals that have a practical value. Vocational education teachers help young people to focus in on the future and make it hopeful -- worth working for.

(2) Vocational Education Can Provide Identity and a Place to Belong

A feeling of belonging -- an identity -- can be established among disadvantaged youth in vocational programs. Through extended periods of time spent with a particular adult, disadvantaged youth are taught how to learn. Alienation is eliminated, and the youth have a person(s) to whom they can relate and a place where they can fit in.

(3) Vocational Education Enables Students to Learn By Doing

Vocational education puts classroom instruction to use in work situations. These activities foster a climate of excitement as students practice what they have learned from books. Basic educational skills when applied in meaningful "real-life" activities are learned more thoroughly and retained longer than when they are learned only in the abstract.

(4) Vocational Education Allows Disadvantaged Youth to See and Experience Themselves in Constructive Adult Roles

The "playful" features of vocational education are serious and increase in importance upon examination. Playing at being a homemaker, a farmer, a builder, a [illegible] person provides a testing ground for mature social interaction. As students perform constructive tasks, they are able to develop a work orientation based upon the values of productivity, accomplishment, pride, responsibility, and independence. Disadvantaged youth gradually adopt this work ethic through vocational education -- through laboratory, simulated, and actual [illegible] experiences which require precision and production. Students learn to identify with adults as well as with their peers and they adopt increasingly more mature strategies for coping with their problems.

(5) Vocational Education Builds the Confidence of Disadvantaged Youth

Through emulating adult role models, vocational students learn to be competent, to help each other, to make decisions, accept consequences, negotiate differences and risk making mistakes. Young people feel good about themselves, and they are able to get and keep jobs. Vocational education promotes five dimensions of human development: 1) a sense of personal competence, 2) aesthetic appreciation, 3) integrity, 4) cooperativeness, and 5) a heightened sense of altruism.

People fail to get, keep and advance in jobs more frequently because they lack personal qualities rather than because they lack technical skills. Vocational education emphasizes these personal qualities in conjunction with its emphasis on specific occupational skills.

(6) Vocational Education Provides Youth With A Tangible Form of Success

Vocational education activities are interesting to students. Team projects are constructive and enjoyable, and students walk away with visible products about which they feel real pride. The products connect school life -- where sloppy standards will not sell. Students become enthusiastic, their energy levels and inventiveness rise. They become involved, and, with excitement, can finally say, "Look what I did!"

THE UNIQUE CONTRIBUTIONS OF VOCATIONAL EDUCATION

To become employable and employed, disadvantaged youth need a well-designed program which combines training in basic skills, personal and interpersonal skills, and techncial skills, coupled with on-the-job experiences and a wide range of support services. Educators can provide these essential features, through comprehensive vocational programs, in order to move disadvantaged youth from school to work.

Vocational programs are constructed to meet four important goals:

- -- To connect school and work over time;
- -- To provide skill training in occupational areas for which demand exists;
- -- To meet unique, individual student needs through specifically tailored programs;
- -- To develop, conduct and administer programs in cooperation with other educational areas and outside agencies.

(1) Vocational Education Connects Schools and Work

Vocational programs are designed to provide disadvantaged youth with a progressive, integrated pattern of on-the-job learning and related classroom instruction in basic and employment skills. This combined approach to learning can help disadvantaged youth obtain stable employment.

Job experiences are planned and based specifically on the needs and readiness of the individual student. In some cases, where students are not ready for private sector employment, more sheltered work experiences are provided. [illegible] and discipline are stressed so that in time students can move [illegible] to adult jobs requiring technical and [illegible] skills.

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This progression allows each student to see the connection of continued in-school learning to jobs that become increasingly better. Students can clearly understand the relationship of the instruction to the requirements and demands of the job. Some of those connecting elements include:

- Basic Skills. Basic skills include written and oral communication links -- reading, writing, and speaking -- as well as computation skills. These basic skills are introduced at appropriate stages in connection with progressive technical skills.

- Educational Information. Information on types of occupations for which a student can train within a specific program, the cost, length of training, likelihood of employment, location of available jobs and qualifications needed to fill them must be a part of the instructional program.

- Labor Market Information. Information on characteristics of the labor market including current job vacancies, future estimates of vacancies, location of available jobs, wages, working indicators, job entry requirements and advancement possibilities must be made available to the students.

- Laws and Regulations. Students need to understand their rights and responsibilities under the law, as well as receiving information about organizations which can assist them.

- Skill training. Development of the expertise necessary to carry out a specific job. This training can take place in institutions, on the job, or in some combination of the two, such as cooperative work experience or apprenticeships.

In fact, vocational education can develop a number of different program designs which provide youth with a progressive pattern of on-the-job learning and related basic skills instruction. Successful models include:

A. Cooperative Vocational Education

As developed over the past several decades, cooperative vocational education is an effective program for coordinating on-the-job skill preparation with related school instruction. Studies show that persons receiving labor market information, job-seeking instruction and thorough cooperative vocational education have markedly higher earnings and occupational status as young adults than do students without such preparation.

Today more than one half million youth participate in cooperative vocational education, and most are placed in the private sector for on-the-job training. Upon completing their schooling, a full [illegible] percent of them stay on with their existing employers.

One such program which has been especially successful for disadvantaged youth is the Work Experience Career Experience Program (WECEP), which currently operates in seventeen states. This is a program for 14 and 15 year old disadvantaged youth.

Information about results of this program in Illinois provides some insight into the program's effectiveness. The state report shows success in [illegible] key areas, as follows:

Attendance (compared with previous term)

67% missed fewer days
7% missed the same number of days

Grade Point Average

69% raised GPA
11% maintained same GPA

Behavioral Problems

56% had fewer problems
27% had similar number of problems

Attitudes

77% improved self-concept
76% improved relationships with others
66% improved attitudes toward study
66% improved attitudes toward school

Progress Observed by Employer

70% became more cooperative with co-workers
58% showed more initiative
71% improved ability to follow directions
67% increased competency for completing job assignments

Cooperative vocational education differs from work experience. The current national youth strategy seems to imply that youth who lack employability skills, basic skills, technical knowledge and job skills need only get experience in public service employment to move into private-sector skilled and semi-skilled jobs. Certainly work experience has some benefit for those youth, but there is no evidence that it alone will accomplish the desired job progression. Co-op programs, on the other hand, stress the coordination of on-the-job learning with in-school development of the needed basic skills, job skills and employability skills.

An example of a public service jobs program which has been successful for disadvantaged youth is the City Youth Employment Program (CYEP) in Pittsburgh. The CETA prime sponsor and the Pittsburgh Public School System, Division of Occupational, Vocational and Technical Education administer this program designed to: 1) give support to needy in-school youth by providing work opportunities in non-[illegible] agencies; 2) provide financial rewards for these work activities; 3) identify occupational-related program needs; and 4) offer educational alternatives, apart from the basic school programs, for exploring the world of work.

Because of its flexibility, cooperative vocational education offers a number of other advantages. Regular and special students can be served in the same programs, thus preventing segregation of disadvantaged and handicapped students into separate programs. Cooperative vocational education can be offered to in-school or out-of-school populations, in either secondary or postsecondary settings, or as part of an alternative school effort.

The Out-Of-School Youth Cooperative Education Program in Texas is designed to reclaim the unskilled, unemployed school drop-out. Program participants are placed in on-the-job training situations for a portion of the day and then return to a classroom situation to receive job related instruction as well as individually prescribed academic programs to meet their personal needs.

In addition, long-established and proven criteria and procedures are in place to provide school credit for on-the-job learning. Finally, co-op programs serve to introduce local employers to youth and help strengthen the business community's interest in and support of education.

Contracted learning is another example of a form of cooperative education. An outstanding example of this approach is in operation in Escanaba, Michigan. In this program, the community college provides the classroom instruction in basic and technical skills, and local businesses are paid to provide on-the-job training to individuals on a less-than-classroom size basis. Capstone is another program type -- which could be successful with disadvantaged students -- where senior high school students, after two years of in-school skill training, go out on-the-job for another two years. As a result, the necessary combination of skills and experiences are provided over an extended time.

Other innovative models in cooperative education can enable vocational education to connect school and jobs for disadvantaged youth. The above are just a few of the many possible approaches.

B. School-Based Youth Enterprises

In a second type of program, vocational-based youth enterprises, young people are introduced to another option -- creating their own employment through small business ownership/management. Through the establishment of actual businesses, students combine the technical skills of the particular business content with entrepreneurial competencies in such areas as finance/accounting. Basic skills in written/oral communications and computation, as well as interpersonal skills, are critical to survival in this learning setting.

In depressed communities where youth unemployment runs exceedingly high and community placements are insufficient, vocationally based youth enterprises can enable students to gain the labor market experience so crucial to private-sector employment. They can further provide youth with an experiential understanding of how our nation's economic system works.

AVA has its own Youth Enterprise Project (YEP) which focuses on the learning/teaching of skills in small business management/ownership. CETA eligible, disadvantaged youth in four local programs operate their own small businesses. The projects are: Arlington, Virginia -- food preparation; [illegible] -- [illegible] crafts; Kansas City, Missouri -- small engine repair; and [illegible], Oklahoma -- [illegible] tractor trailers.

Through youth enterprises, students realize the "flip side" of the question, "Where can I work?" They can ask instead, "How can I create my own work?"

C. Apprenticeship Programs

Vocational education is currently providing related instruction for [illegible] of all the apprenticeship programs in this nation. As apprenticeship [illegible] [illegible], vocational education has the capacity to work with members of [illegible] unions to provide appropriate educational programs to undergird the on-the-job training received by apprentices.

D. Home and Community Improvement Projects

Another method for giving students practical experience related to their classroom instruction is through the use of home and community improvement projects. Although students receive no pay for such work, they benefit from the actual completion of activities that make a contribution to the betterment of their homes or communities.

Historically, rural vocational education programs have connected the home with the school through home learning projects. Such activities also have an enormous potential in urban areas where a number of community improvement and community conservation projects could be carried out by students under the supervision of a vocational teacher. These can be valuable learning experiences for students while benefiting the community as well.

E. Vocational Student Organizations

A fifth area in the school-to-work connection is that of student organizations. The vocational student organization, established to be an integral part of instructional programs, is an effective mechanism for developing those personal qualities that are essential to success in the workplace. This is especially important for disadvantaged youth.

It is through the student organization that youth are able to learn how to work with others to achieve common goals. They gain a sense of community and personal identity. They are allowed to indicate their interests and needs and to make choices and to experience the consequences of those choices. Most of all, the student organizations foster a desire within the individual to be a self-starter, to solve his/her own problems.

Student organizations are very important to disadvantaged youth. They provide opportunities for youth to interact with persons of all age ranges. Student organizations also provide role models. Disadvantaged youth sorely need successful images upon which they can pattern their own future expectations. Youth must come in contact with and be influenced by individuals who can serve as concrete examples of desired performance in a work role.

Thus, in this "connection" goal, vocational education can provide: 1) a constant source of coordination between school and work with one person as coordinator; 2) both public service and private sector job opportunities; and 3) a structure through which schools manage job learning.

2. Vocational Education Can Provide Skill Training in Occupational Areas Where Demand Exists

There is a shortage of skilled workers in this country. A recent study of more than [illegible] companies, completed by the [illegible] Company, a large manpower consulting firm, showed that tight labor conditions are causing problems. Turnover is increasing and hiring standards must be lowered in order to fill openings. These shortages increase operating expenses due to: overtime costs, [illegible] wages to attract available workers and the slower work pace resulting from inexperienced and lower-quality workers.

The prediction is that the problem will grow "because the generation arriving at working age is smaller, thus providing fewer workers."

Another study, conducted by the consulting firm of Barnhill-Hayes, showed that qualified female and minority applicants are in especially short supply. The 3,000 executives surveyed cited the scarcity of qualified candidates as the biggest obstacle they face in meeting affirmative action goals.

Today's shortage of qualified workers for skilled clerical, trade and technical jobs will be further accelerated by the fact that even fewer youth will be entering the labor market after 1980. In 1975 there were 16.8 million teenagers between the ages of 16-19 in this country. By 1980 the number will have dropped to 16.7 million and 1985 it is expected to stand at only 14.4 million.

Yet in 1980 the black teenage population is expected to be 2.6 million, up from 2.1 million in 1975. By 1985, it is expected to decline slightly to 2.5 million.

The decrease in the number of young workers will eventually mean a decline in the available work force. Greater productivity will be demanded from both human and technological resources.

The shortage of youth available to enter the labor market will be further compounded by the fact that many of the workers who have been the backbone of American industry since World War II will begin to retire.

Yet, today's unemployed, disadvantaged teenager could be tomorrow's unemployed adult in a nation that nevertheless has a shortage of skilled workers.

In a recent survey by the National Machine Tool Builders' Association, an important component of the defense business, 70 percent of its members reported worrisome shortages of technical workers. Says the association's president, James A. Gray: "We're facing one of the greatest skill shortages in the history of this country."

The Chemical Bank Survey of Small and Medium Sized Businesses in New York -- "Looking Toward the 80's" (Louis Harris and Associates, Inc., November 1979) states that "In spite of their optimism about the future executives of smaller businesses are currently facing a number of initial problems. Foremost among them . . . is the quality and cost of labor . . . ranked first among problems facing small businesses today, ahead of inflation, finding top quality management, government relations, and taxes."

The greatest disservice which educators can do to youth, especially in depressed communities, is to give them the false illusion of a job which will not exist. While, surely, vocational educators cannot control the labor market or the economy, they can plan through analyses and forecasts in order to train a supply of skilled workers for likely demand.

EXPANDING ACCESS TO PROGRAMS

In meeting these major needs of industry while also meeting the needs of disadvantaged students, through vocational education, our major problem today is one of accessibility. There are simply not enough facilities nor enough qualified staff, equipment and other resources to meet the needs of all disadvantaged youth who could profit from vocational education. A 1979 study of vocational facilities shown as Table 3 reveal the imbalance.

TABLE 5

Distribution of Institutions and Instructional Stations in Secondary Schools vs. Population

Population Region Type	Institutions		Stational	Population
	Number	Percent	Percent	Percent
A. Central City, Metropolitan Population over 500,000	453	8.1	10.6	22.8
B. Suburb, Metropolitan Population over 500,000	597	10.7	13.5	38.0
C. Central City, Metropolitan Population 100-500,000	368	6.6	8.2	8.9
D. Suburb, Metropolitan Population 100-500,000	277	5.0	6.1	3.6
E. City or Town Population 25-100,000	958	17.3	21.4	3.1
F. Town or Region Population 0-25,000	2,402	43.2	34.5	23.6
G. Service Area not Elsewhere Classified	505	9.1	5.7	NA
Total[2]	5,560	100.0	100.0	100.0

[1] Instructional stations.

[2] Institutional totals (6,560) do not equal total survey responses (6,692) because some institutions did not respond to the classifying question used in the generation of this table.

Source: National Study of Vocational Education Systems and Facilities. Volume I. Westat, Inc. and Institutional Development Associates, Inc.

It is essential that we look at ways to stretch our resources in order to combine new resources with existing one to achieve the maximum opportunity for this special group of youth.

Through mainstreaming -- Communities vary widely in their ability to develop their human resources. The idea that one, or even a few, pattern(s) or formula(s) for dealing with youth unemployment are likely to serve all communities is wrong. In planning a program to serve disadvantaged youth we must take into account the endless variations in existing resources.

Possible causes of youth unemployment are inherent in many of the institutions and organizations charged to assist in the process of transition from school to work. Characteristics of institutions which cannot serve disadvantaged youth adequately might include the following: non-existence of services, insufficient quantity of services, inadequate access to services, ineffective services and/or uncoordinated services.

A critical part of our efforts must involve mainstreaming disadvantaged youth into the established system. The value that our society places on equity of opportunity implies that we should not arbitrarily reduce the opportunity of one group of youth by placing them in separate programs, sometimes in separate locations. Such placement is a subtle form of discrimination -- a categorization which will remain with these youth for some time and negatively alter their attitude toward themselves as well as the attitudes of others concerning these young persons' potential. Every effort should be made to make disadvantaged youth feel "a part of the group" in order that they may reap the benefits of learning from their peers.

We can no longer afford to point disadvantaged youth out, pull them out, and keep them out. The price becomes alienation, despair and eventual drop out.

Successful school-to-work transition programs are readily distinguished by their attention to the special population student. This depend in large part upon the enthusiasm and boldness of the school staff -- on their willingness to modify the curriculum and instruction and to provide the needed special services.

Staff members in successful programs are selected for their zeal for working with low-income students. These teachers have the capacity to encourage students to try, to believe in their own ability and in their future. Continuous staff preparation and development is provided for those working with special population students.

To keep special population students in regular classrooms, teachers in these successful programs establish different expectations, content and instructional approaches. These modifications are based firmly on careful inquiry into students' needs and on clear statements of specific short and long-term student outcomes.

Work experience and supervised cooperative education, for example, are scheduled and geared to the developmental needs of each student. Participation in student organizations is stressed, so that students can develop the identity, leadership and citizenship skills and motivation that these groups instill. Often the advisor for the student organization is the cooperative coordinator. Where on-the-job learning experiences are not available in the private sector, school-based youth enterprises are operated, so that students gain work experience and entrepreneurial [illegible].

However, to mainstream students, we must expand our capacity. [illegible] must extend the number of hours in each school day and the number of days [illegible] school year. To do this in many cases will require the full time [illegible] of [illegible] of this type will assure the greatest usage of existing [illegible].

Through Use of the Community -- The capacity of a community to serve and develop its human resources holds a direct relationship to that community's ability to maintain and attract business and industry, including small businesses and other entrepreneurial enterprises. The Joint Economic Committee, in its report to Congress in January, 1979, pointed out that two major reasons for an industry to decide to locate in a given area are: (1) the quality of the educational system, and (2) the availability of skilled workers. Further, statistics show that half of the jobs today are located within small businesses, those employing twenty people or less, and those which do not have training programs available to their workers.

Thus, through their institutions, urban and depressed rural areas can create new climates which are attractive to large and small, new and expanding business. Greater access to vocational education facilities is a primary factor in a community's economic development.

This investment in capacity building, however, must be planned to serve subsequent generations of young people. Given the extent of the investment, the expectations cannot be short-term.

An example of the development of a vocational-technical system which is yielding continuing benefits and impact is the Appalachian Regional Commission (ARC). New modern facilities built with funding from the Commission have helped develop human resources to impressive extents. They have contributed to increased per capita income, attraction of industry, reduction of drop-out rates, and extremely high employment rates among graduates. As of September, 1977, the Commission had approved funds for approximately 635 vocational education projects -- to enroll 375,000 students. This federal investment has triggered an even larger state and local investment in equipment and facilities.

The employment rate is an astonishing 90 percent among graduates seeking jobs (66.1 percent in full-time training-related occupations, and 23.9 percent in part-time or non-training-related occupations). According to one of its recent reports, "The Commission is attempting to develop a new profile of employment skills in Appalachia through heavy investments in vocational and technical education.

Every effort should be made to utilize all available resources in the community. Quick-start training classes can be mounted in temporary facilities for youth in those occupational areas for which local demand is greatest. In large urban communities, store front community-centered vocational schools, especially for out-of-school youth, can be mounted to train workers in areas such as office occupations. Vocational education has a history of imagination in making the greatest use of existing community resources in order to mount employment skill programs in areas of demand.

In summary, we cannot neglect the critical component of capacity building -- the expansion of a community's physical capacity to develop its human resources in order to maintain and attract employment opportunities. The distinction must remain clear, however, between education's responsibility for employability of the individual and the community's responsibility for employment. Nevertheless, in order to foster employment, the community must enhance its educational services. The cycle is complete when individuals are appropriately prepared for work that is available.

3. Vocational Education Can Meet Unique, Individual Student Needs Through Specifically Tailored Programs

Disadvantaged youth require a comprehensive range of services including assessment, individualized instruction, support services, placement and follow-up. A [illegible] [illegible] programs must be designed for each student, combining [illegible] get of services to meet that student's unique needs.

Assessment: Once a young person has indicated a willingness to enroll in a vocational program, the first step is to conduct an assessment of his or her needs, abilities and interests. Many vocational institutions and community colleges have developed assessment laboratories which allow students to go through a two to six week period of in-depth career assessment. As a result, the institutions are able to formulate intensive educational plans which will enable these students to achieve their goals.

Individualized Instruction: Increasingly vocational education has been moving toward individualized instruction. The obvious advantage of this approach to learning is that students can progress at their own rates. This teaching method works so well that some institutions now use no other type of instruction.

For the disadvantaged student, individualized instruction is an ideal approach because it allows the student as much time as necessary to master the essential competencies. The usual emphasis in manpower programs has been on short-term instruction which does not give these students enough time to learn appropriate skills.

Open Entry, Open Exit: It is critical, for disadvantaged youth, that time flexibility be built into each program. Most of these students need to participate in a vocational program over an extended period. Through the open entry, open exit system, students can enroll at any time and leave when they have achieved their goals.

Lower Student Ratios: Disadvantaged students require closer and more constant attention from their instructors. Classes must be smaller, and in many cases, "one-on-one" approaches are required.

Support Services: These services include assistance in nonwork related areas which nevertheless affect the ability of youth to succeed in the workplace. Support might include assistance in finding suitable living accommodations, clothing, medical, dental and legal help and follow-up monitoring after the transition to work has been made. Social and psychological reinforcement are another important type of support service activity.

Job Placement: Finding a job is the "pay off", the ultimate outcome of education and training. Placement is a continuous, rather that a one-time service since individuals and jobs are both constantly changing.

Job placement, by definition, requires direct and constant ties to the community and the [illegible] labor market. A working relationship must exist between education [illegible] business and industry. [illegible] and future jobs must be current and utilized. [illegible] in their curricula the particular skills and knowledge [illegible] for job placement. Special requirements for [illegible] must be addressed during the preparation for work.

[illegible] placement personnel must [illegible] students -- their capabilities and goals [illegible] must also incorporate certain components which address very particular needs such as teenage pregnancy, drug and alcohol abuse, unemployment prevention and cure, sex roles, motivation and productivity, alienation and identity.

(4) Vocational Education Can Administer Programs In Cooperation with Other Educational Areas and Outside Agencies

Services for youth must be continuous and coordinated without gaps and/or duplications. In order to accomplish this feat, linkages among agencies and organizations providing services--community-based organizations, employers, prime sponsors, welfare departments--require an institutional base.

Youth unemployment cannot be effectively addressed by either the school or the workplace along. Good preventive programs must extend beyond the school building to reach youth in the most meaningful way. Yet programs that provide only jobs and ignore the contributions that education makes to successful employment will also fail.

Most of the necessary services are already being carried out by a variety of agencies and organizations. The major task at hand today is to establish linkages between existing institutions so that youth are not "dropped between the cracks" or turned away because of a limited capacity to address the existing need.

To avoid the "shuffle" of students from one agency to another, a "coordinator" should be available to oversee these linkages between school, job learning and youth development.

A second requirement would be a mandated planning of vocational education programs for disadvantaged youth in conjunction with CETA prime sponsors and a mandated planning of youth employment programs that have a training component in conjunction with vocational education.

One successful and widely accepted way of ensuring this overall coordination is the use of the cooperative vocational education model, which provides a supervised, sequential and highly supportive set of learning experiences both on the job and in the classroom.

Coordination of education and work is frequently provided by a specially prepared cooperative vocational education coordinator, who works with 30 to 40 students from the time they enter secondary school until they enroll in further education or obtain stable and promotable jobs. This offers them continuity over a three to six year period and enables the special population student in particular to develop a greater sense of identity, belonging and confidence.

The cooperative coordinator serves as mentor, constant supporter and instructional team leader for vocational teachers, basic skill instructors, guidance counselors and social workers who are working with the student on short-range objectives and long-term career plans.

Team Teaching and Shared Functions

Vocational educators welcome the opportunity to work with general educators to develop programs which connect the teaching of basic skills to a core of applied employment skills learning. This is now being done through team teaching in some high schools and through basic skills laboratories in specialized vocational technical schools.

Vocational educators work cooperatively with local prime sponsors and community-based organizations in outreach, recruitment, assessment and [illegible] sponsors, vocational educators should [illegible]

Senator PELL. Thank you very much indeed, Doctor Bottoms.

Doctor Santoro, you are welcome here, particularly being from my own State. Delighted to have you with us.

Dr. SANTORO. Thank you very much, Mr. Chairman.

I would like to make my comments primarily Rhode Island-based.

Rhode Island is a densely populated industrial State, and we have an unemployed youth rate of roughly 36 percent for the 16- through 19-year-old population. The department of education has conducted a survey of student flow, and we estimate that 4,000 dropouts move into the system each year, and 16,000 potential dropouts are identified in secondary education.

At the adult education level we are looking at a figure of roughly 27,000 16- to 24-year-olds who are lacking in high school diploma. These are some of the specific figures that suggest the kind of youth unemployment problem that we have.

I guess I am here to say that CETA, Vocational and Adult Education Federal Acts are the primary system that we are currently utilizing to respond to that problem. But the response is insufficient.

In our State roughly a thousand potential dropouts and dropouts are serviced through CETA youth employment and training program. CETA and vocational education is working cooperatively in a program that I want to emphasize in a moment called Second Technical Day, and in that program we are serving probably 400 or 500 potential dropouts and dropouts.

In adult education we are serving probably 2,000 16 to 24-year-olds. I would submit this is unfortunately not a major set of programs dealing with the magnitude of the problem.

I am also suggesting that local support does not exist for this population in the State of Rhode Island. Therefore, the youth initiative is really critical, if it allocates Federal resources to that specific population.

I would like to focus on the possible impact of the youth initiative on Rhode Island. I would like to talk specifically about that program called Second Technical Day. The CETA and vocational education have come together. Basically we have opened up the area of vocational technical facilities throughout the State of Rhode Island. We are specifically targeting youth, unemployed youth, dropouts, potential dropouts, and adults in that program. It is a program that takes place after the regular day. It is a program that concentrates on high demand, skilled training, career exploration, counseling, job development. It is a critically important program, and this year it served roughly 2,000 adults and youth.

I am also here to say that local and State budgets will not assimilate that Second Technical Day program. That program, if going to survive, it will survive only if it continues to be funded through CETA and vocational education.

Rhode Island LEA's are in crisis, as is the case throughout the country. Low cost programs are really what they are focusing on, and national programs, such as youth unemployment, do not receive priority consideration in these local school budgets. Therefore, I commend the President and Congress in recognizing youth unemployment as a Federal concern that in fact commands Federal support.

I think that is really critical. I would say, in Rhode Island, Second Technical Day will not continue unless CETA vocational education continue to fund it. We had 2,000 people in the program this year. Next year we are scheduled to have roughly 1,400 people in the program.

Basically, the reason, it is level funded, and the reason fewer people are in there is simply because there in inflationary factor that does not allow us to serve the same number. The numbers are growing, but our ability to serve is going to lessen.

The youth initiative formula also focuses only on Providence County, and I would suggest we are going to be unable to continue Second Technical Day throughout the State, given that the focus is probably on Providence County, probably half the area schools will not be supported with youth initiative.

Because of the orange light, and the fact that it intimidates, I guess I will end it here, before it goes to red.

Thank you.

[The prepared statement of Dr. Santoro follows:]

STATEMENT

of

FRANK M. SANTORO
State Director of Vocational Education

Before The

SENATE

Arts, Humanities and Education Subcommittee

Chairman

The Honorable Claiborne Pell

June 18, 1980

Mr. Chairman, Members of the Subcommittee:

It is a pleasure for me to be with you to speak in support of the President's Youth Initiative.

Rhode Island is a densely populated industrial state which is facing a 36% unemployment rate for its 16-19 year old population. Youth in this 16-19 year old population who are high school dropouts suffer higher rates of unemployment.* The Rhode Island Department of Education Student Flow Survey estimates that Rhode Island had over 4,000 dropouts in the 1978-79 school year, and it is further estimated that 16,000 potential dropouts are currently in Rhode Island secondary schools. Adult Education 1970 census statistics reveal Rhode Island has in excess of 27,000 youth 16-24 years of age without a high school diploma.

CETA, Vocational, and Adult Education act funds are currently the most responsive resource to Rhode Island youth that are either unemployed, early school leavers, or potential early school leavers.

These programs are, however, serving a token number of youth who are in need of service. In the Youth Employment and Training Program, CETA serves approximately 450 potential dropouts and about 600 dropouts per year. CETA and Vocational Education in 1979-80 cooperatively served about 300 out-of-school youth and about 125 potential dropouts in a statewide Vocational Education area school program entitled Second Technical Day. Adult Education is serving about 2,000 16-24 year olds.

Simply stated Rhode Island is barely able to respond to the youth problems given the current level of federal act funds and the fact that state and local support is practically non-existent for this population. I believe our minimal effort is having a beneficial effect. However, we are not doing enough. The Youth Act can help by allocating substantial federal resources to these problem areas.

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*Source: The Rhode Island Department of Employment Security Automated Reporting System.

I wish to focus my attention on how the Youth Act of 1980 could assist Rhode Island in addressing youth unemployment through the provision of non-traditional education and training programs.

The primary need of the Vocational Education delivery system in Rhode Island is to build a greater capacity to serve disadvantaged youth. I wish to highlight a Vocational Education/CETA initiative in Rhode Island which I believe begins to address the issues surrounding the youth problem.

This initiative is a Second Technical Day (STD) Program which operates in all area vocational-technical facilities in Rhode Island. Through STD high demand skill training is offered after the regular day program ends. In addition, these programs provide career exploration, counseling, and job development services. The priority target for these programs includes potential dropouts, dropouts, and underemployed and unemployed adults. The Second Technical Day Program has been funded entirely with federal Vocational Education and CETA funds. It is viewed favorably by students, parents, local administrators, and employers; however, local budgets burdened with excessive property tax for regular school programs will not assimilate this program offering.

Local school districts in Rhode Island are in crisis. They are now committed to operating the lowest cost program possible. Because of this fact, critical national problems such as youth unemployment do not receive priority in local school budgets.

I commend the President and congress for making this problem a federal concern to be addressed with federal support.

The Second Technical Day Program will end if or when federal funds from CETA and Vocational Education are no longer available.

1,907 people participated in Second Technical Day this year, 731 of those participants were either potential dropouts or actual dropouts.

Available federal funds will allow Rhode Island to serve an anticipated 1,300 youth and adults in the 1980-81 school year. This represents a reduction of services to approximately 400 Rhode Islanders due to inflation and a no growth funding level.

The youth initiative may, because of the current fund distribution formula, direct funds only to Providence County in Rhode Island.

If Providence County alone receives funds, important population areas in the eastern, western, and southern parts of the state will not receive funds. This would of course remove any hope of maintaining or expanding STD programs in half of the state's area vocational-technical schools. Although proposed set-asides exist in the President's Youth Initiative and the Youth Act of 1980 to deal with special areas of need outside the targeted county, these set-asides would not adequately respond to the youth problem statewide.

In addition to the Second Technical Day Program which I described above, Rhode Island is actively implementing other alternative approaches to responding to the youth problem. For example, William Davies Vocational School in Lincoln serving four northern Rhode Island communities has been running a comprehensive dropout prevention program for the past four years using federal vocational education funds. That program combines academic and vocational training opportunities and has managed to retain 78% of its 140 students (109) this year.

Rhode Island has begun development of Industrial Satellite programs. These are actual classrooms in business and industry settings. Rhode Island utilizes these alternative and innovative learning environments primarily when offering the newest occupational training areas (i.e., computer drafting, word processing, marine occupations).

Cooperative education continues to be one of the most important Vocational Education experiences for our students. Last year in Rhode Island 601 students earned 1.6 million dollars at cooperative education work/training sites.

Both the cooperative education and industrial satellite programs are currently attracting the most advanced vocational education students; however, these kinds of approaches have the potential to address the youth employment problem in Rhode Island.

Our state's General Assembly with strong encouragement of our Governor has recently supported appropriations and approved bond requests to equip and maintain our state's system of nine area vocational-technical schools. However, we need the federally proposed youth initiative with its emphasis on basic learning skills and job skills. With the federal funds promised in the youth initiative, we feel that we can provide disadvantaged youth in our state with educational services that would enable them more immediately and more fully to participate not only in our programs, but more importantly, in the benefits and opportunities of our free society.

Senator PELL. Thank you very much. I know you have very extensive background in this field. Very glad you came.

Mr. Brown.

Mr. BROWN. Thank you, Mr. Chairman.

I would like to express my appreciation for this opportunity to present another view on youth education and employment.

As chairman of the Cooperative Education Commission, which is a lay group of civic-minded people working with the board of education, I am here today to represent a business community interface to the educational system. I am a member of the Advisory Commission on Occupational Education, a New York State mandated advisory body to the New York City Board of Education, and a member of the Specialized Committee for the Placement of the Handicapped at the Institute of Rehabilitation Medicine, plus several other personnel and educationally oriented organizations.

I have been employed by the IBM Corp. since 1938, and I am currently community relations manager in New York City. However, the views I express here are my own, and I am not representing IBM in any way today.

New York City, not unlike other hometowns, makes a high school education available to the average youth in the community. The difference lies in the fact that New York City has approximately 110 high schools and a quarter of a million high school students. Whether you love it or merely tolerate it, the actuality of the immensity of the city never ceases to be a source of amazement.

The total school system has a student population approaching 1 million, approximately 100,000 employees and functioning in some 1,000 buildings. It must stand unchallenged as the Nation's largest and most innovative educational offering. The system is operated with a strong desire to be in every way successful, while functioning in the midst of unprecedented youth unemployment and bare bones economics.

Virtually everyone in the business community is interested in helping, but the frustrations are many and varied. While there is a seemingly insatiable demand for secretaries and general typists in the labor market, the typing classes are not at capacity. Unfortunately, commercial subjects are all electives, so remedial training and other required courses dominate the students' programs. Also, most employers have electric typewriting equipment while school training to a large degree is confined to manual machines.

While a job boom is developing in computer programing and operations, conventional bookkeeping is being taught to the majority of students.

Interestingly, instead of sinking into the depths of despair in the face of the seemingly insurmountable problems identical to those faced by many school systems across the country, something exciting is happening at the New York City Board of Education. Rising above the budget pressures and a plethora of critics, the educational system is moving quickly in the direction of greater efficiency, operating for the first time like the big business that it truly is. Sophisticated goals, carefully detailed objectives and operating plans and, most importantly, management accountability systems have been developed.

Elsewhere in the city, business and industry are closing ranks, forming a new partnership, to develop creative and effective ways to get involved.

Ongoing examples of business community support include:

An extensive cooperative education program is providing valuable work experience.

Management development classes given to principals and other supervisors.

Loaned executives and loaned faculty members.

Self-help renewal project development.

Outside speaker visits to the classrooms and on organized career days.

Industry awareness field trips for both students and teachers.

Advisory commissions to consult with school management.

Volunteer tutoring at many grade levels.

Youth programs including junior achievement, Boy Scouts and explorer programs are working in the schools.

Economic education instruction upgrading; and many others.

While this partnership is indispensable to an industrious and well educated community, the missing element is still jobs—enough jobs to solve the most serious problem in the United States today, the unemployment of millions of young Americans. In New York, the overall unemployment rate for 16- to 19-year-olds last year was over 30 percent with an additional 12 percent for blacks in the same age group.

What more can we do? Basically, we must do all we can to move the economy ahead with measures that create additional permanent jobs, through increased capital formation and real economic growth. But if we are to really attack youth unemployment, we must provide something we have never had in this country, a smooth transition for every young American from full time schooling to full time employment.

What does that entail?

First, we need to go to the foundation of the learning experience—to basic education itself at the elementary school level—to be sure that young people get an early start in developing the attitudes and achieving the academic proficiencies so necessary to enable them to eventually get and hold a job. Contrary to this reality, there is some indication that funds required to address this segment of the problem may be rechanneled to other areas by the current legislation. This would be a serious mistake.

Repetitive remedial training is a severe drain on resources, and yet, without acceptable basic skills in reading, writing, and arithmetic, our children cannot hope to succeed in an advanced industrial society.

One way to approach it is to place new emphasis on accomplishing this in grades six through eight. This may be the best time to achieve the required basic academic comprehension, while permitting students to master advanced studies and elective subjects in high school.

The second requirement is to develop a greatly strengthened vocational education system which can deliver occupational skills training while introducing the in-school youth to the world of work. This suggests more funded jobs for the short term, coupled with establishing additional skills centers to insure a positive work experience, and lead to permanent positions.

Next, a PWI—projects with industry—concept should be better developed to expand direct assistance from industry through sponsoring of specific cooperative projects. This will bring advanced technology and project management expertise To bear on the multplicity of problem areas in the educational system. Curriculum can be updated, new teaching techniques can be developed and vocational training can be more closely tailored to the employment needs of the community.

With a properly funded and administered coalition of educators, business, and industry representatives, occupational education can produce self-sufficient citizens from among the ranks of students who are currently in or entering a high risk student dropout population. A lesser effort will produce unemployment and swell the welfare rolls.

Finally, cooperative education is so successful that new support should be given to incentive programs for prospective employers, such as the targeted jobs tax credits.

Based on one of many studies completed by the National Bureau of Economic Research last year, it appears that work experience while in high school, along with acceptable academic performance, is strongly related to a successful labor market experience. There is a definite relationship between hours of work while in high school and weeks worked per year after graduation. Persons who work while in high school also have better attendance records and grades, and receive higher wage rates earlier than those who do not. The combined effect on earnings is substantial.

The total task is not an easy one. But we must do it, and we have to get moving. We owe nothing less to the coming generations.

[The prepared statement of Mr. Brown follows:]

STATEMENT
OF
ALBERT E. BROWN, CHAIRMAN
COOPERATIVE EDUCATION COMMISSION
NEW YORK CITY
BEFORE THE
SENATE
SUB-COMMITTEE ON EMPLOYMENT
AND POVERTY

JUNE 18, 1980

PRESENTATION OUTLINE

SENATE SUB-COMMITTEE HEARING - YOUTH ACT OF 1980

OCCUPATIONAL EDUCATION PANEL

JUNE 18, 1980

I. INTRODUCTION
  A. PERSONAL BACKGROUND AND INTEREST
  B. ACTIVITIES IN THE FIELD

II. ENVIRONMENT
  A. THE SCHOOL SYSTEM

III. THE BUSINESS - EDUCATION PARTNERSHIP
  A. BUSINESS INVOLVEMENT
    1. VOLUNTEERISM EFFORT
    2. EXAMPLES OF CONTRIBUTIONS
  B. IMPORTANCE OF COOPERATIVE EDUCATION

IV. WHAT MUST BE DONE
  A. STRENGTHEN ECONOMY
    1. CREATE REAL JOBS
  B. REPAIR THE FOUNDATION - BASIC EDUCATION
    1. ENCOURAGE VOLUNTEER TUTORING
  C. DELIVER MORE AND MORE MEANINGFUL OCCUPATIONAL EDUCATION
    1. DIRECT FEDERAL FUNDING INTO "PARTNERSHIP" SKILL CENTERS
    2. ASSURE SEX EQUITY IN OCCUPATIONAL TRAINING
    3. FUND MORE JOBS RATHER THAN LESS AND AVOID INCOME MAINTENANCE JOBS
  D. ADMINISTER THROUGH PARTNERSHIP I.E. PROJECTS WITH INDUSTRY

V. CLOSE
  A. MORE STUDY REQUIRED TO THOROUGHLY UNDERSTAND TEENAGE UNEMPLOYMENT
  B. FUNDING RESULTS SHOULD BE MEASURABLE BUT NOT RESTRICTED
  C. CONTINUE LEGISLATION TO ENCOURAGE BUSINESS TO PARTICIPATE I.E. TAX CREDITS, ETC.
  D. WRAP-UP

U.S. SENATE SUB-COMMITTEE MEETING ON THE YOUTH ACT OF 1980

OCCUPATIONAL EDUCATION PANEL

JUNE 18, 1980

MR. CHAIRMAN AND MEMBERS OF THE SUB-COMMITTEE:

THANK YOU FOR THIS OPPORTUNITY TO PRESENT ANOTHER VIEW ON YOUTH UNEMPLOYMENT.

AS CHAIRMAN OF THE COOPERATIVE EDUCATION COMMISSION, WHICH IS A LAY GROUP OF CIVIC MINDED PEOPLE WORKING WITH THE BOARD OF EDUCATION, I AM HERE TODAY TO REPRESENT A BUSINESS COMMUNITY INTERFACE TO THE EDUCATIONAL SYSTEM. I AM A MEMBER OF THE ADVISORY COMMISSION ON OCCUPATIONAL EDUCATION, A NEW YORK STATE MANDATED ADVISORY BODY TO THE NEW YORK CITY BOARD OF EDUCATION, AND A MEMBER OF THE SPECIALIZED COMMITTEE FOR THE PLACEMENT OF THE HANDICAPPED AT THE INSTITUTE OF REHABILITATION MEDICINE, PLUS SEVERAL OTHER PERSONNEL AND EDUCATIONALLY ORIENTED ORGANIZATIONS.

I HAVE BEEN EMPLOYED BY THE IBM CORPORATION SINCE 1938, AND I AM CURRENTLY COMMUNITY RELATIONS MANAGER IN NEW YORK CITY. HOWEVER, THE VIEWS I EXPRESS HERE ARE MY OWN, AND I AM NOT REPRESENTING IBM IN ANY WAY TODAY.

NEW YORK CITY, NOT UNLIKE OTHER HOME TOWNS, MAKES A HIGH SCHOOL EDUCATION AVAILABLE TO THE AVERAGE YOUTH IN THE COMMUNITY. THE DIFFERENCE LIES IN THE FACT THAT NEW YORK CITY HAS APPROXIMATELY 110 HIGH SCHOOLS AND A QUARTER OF A MILLION HIGH SCHOOL STUDENTS. WHETHER YOU LOVE IT OR MERELY TOLERATE IT, THE ACTUALITY OF THE IMMENSITY OF THE CITY NEVER CEASES TO BE A SOURCE OF AMAZEMENT.

THE TOTAL SCHOOL SYSTEM HAS A STUDENT POPULATION APPROACHING ONE MILLION, APPROXIMATELY 100,000 EMPLOYEES AND FUNCTIONING IN SOME 1,000 BUILDINGS. IT MUST STAND UNCHALLENGED AS THE NATION'S LARGEST AND MOST INNOVATIVE EDUCATIONAL OFFERING. THE SYSTEM IS OPERATED WITH A STRONG DESIRE TO BE IN EVERY WAY SUCCESSFUL, WHILE FUNCTIONING IN THE MIDST OF UNPRECEDENTED YOUTH UNEMPLOYMENT AND BARE BONES ECONOMICS.

VIRTUALLY EVERYONE IN THE BUSINESS COMMUNITY IS INTERESTED IN HELPING, BUT THE FRUSTRATIONS ARE MANY AND VARIED. WHILE THERE IS A SEEMINGLY INSATIABLE DEMAND FOR SECRETARIES AND GENERAL TYPISTS IN THE LABOR MARKET, THE TYPING CLASSES ARE NOT AT CAPACITY. UNFORTUNATELY, COMMERCIAL SUBJECTS ARE ALL ELECTIVES, SO REMEDIAL TRAINING AND OTHER REQUIRED COURSES DOMINATE THE STUDENT'S PROGRAMS. ALSO, MOST EMPLOYERS HAVE ELECTRIC TYPEWRITING EQUIPMENT WHILE SCHOOL TRAINING TO A LARGE DEGREE IS CONFINED TO MANUAL MACHINES.

WHILE A JOB BOOM IS DEVELOPING IN COMPUTER PROGRAMMING AND OPERATIONS, CONVENTIONAL BOOKKEEPING IS BEING TAUGHT TO THE MAJORITY OF STUDENTS.

INTERESTINGLY, INSTEAD OF SINKING INTO THE DEPTHS OF DESPAIR IN THE FACE OF THE SEEMINGLY INSURMOUNTABLE PROBLEMS IDENTICAL TO THOSE FACED BY MANY SCHOOL SYSTEMS ACROSS THE COUNTRY, SOMETHING EXCITING IS HAPPENING AT THE NEW YORK CITY BOARD OF EDUCATION. RISING ABOVE THE BUDGET PRESSURES AND A PLETHORA OF CRITICS, THE EDUCATIONAL SYSTEM IS MOVING QUICKLY IN THE DIRECTION OF GREATER EFFICIENCY, OPERATING FOR THE FIRST TIME LIKE THE BIG BUSINESS THAT IT TRULY IS. SOPHISTICATED GOALS, CAREFULLY DETAILED OBJECTIVES AND OPERATING PLANS AND, MOST IMPORTANTLY, MANAGEMENT ACCOUNTABILITY SYSTEMS HAVE BEEN DEVELOPED.

ELSEWHERE IN THE CITY, BUSINESS AND INDUSTRY ARE CLOSING RANKS, FORMING A NEW PARTNERSHIP, TO DEVELOP CREATIVE AND EFFECTIVE WAYS TO GET INVOLVED.

ON-GOING EXAMPLES OF BUSINESS COMMUNITY SUPPORT INCLUDE:

- AN EXTENSIVE COOPERATIVE EDUCATION PROGRAM IS PROVIDING VALUABLE WORK EXPERIENCE.
- MANAGEMENT DEVELOPMENT CLASSES GIVEN TO PRINCIPALES AND OTHER SUPERVISORS.
- LOANED EXECUTIVES AND LOANED FACULTY MEMBERS.
- SELF-HELP RENEWAL PROJECT DEVELOPMENT.
- OUTSIDE SPEAKER VISITS TO THE CLASSROOMS AND ON ORGANIZED CAREER DAYS.
- INDUSTRY AWARENESS FIELD TRIPS FOR BOTH STUDENTS AND TEACHERS.
- ADVISORY COMMISSIONS TO CONSULT WITH SCHOOL MANAGEMENT.
- VOLUNTEER TUTORING AT MANY GRADE LEVELS.
- YOUTH PROGRAMS INCLUDING JUNIOR ACHIEVEMENT, BOY SCOUTS AND EXPLORER PROGRAMS ARE WORKING IN THE SCHOOLS.
- ECONOMIC EDUCATION INSTRUCTION UPGRADING; AND MANY OTHERS.

WHILE THIS PARTNERSHIP IS INDISPENSABLE TO AN INDUSTRIOUS AND WELL EDUCATED COMMUNITY, THE MISSING ELEMENT IS STILL JOBS....ENOUGH JOBS TO SOLVE THE MOST SERIOUS PROBLEM IN THE U.S. TODAY, THE UNEMPLOYMENT OF MILLIONS OF YOUNG AMERICANS. IN NEW YORK, THE OVERALL UNEMPLOYMENT RATE FOR 16-19 YEAR OLDS LAST YEAR WAS OVER 30% WITH AN ADDITIONAL 12% FOR BLACKS IN THE SAME AGE GROUP.

WHAT MORE CAN WE DO?
BASICALLY, WE MUST DO ALL WE CAN TO MOVE THE ECONOMY AHEAD WITH MEASURES THAT CREATE ADDITIONAL PERMANENT JOBS, THROUGH INCREASED CAPITAL FORMATION AND REAL ECONOMIC GROWTH. BUT IF WE ARE TO REALLY ATTACK YOUTH UNEMPLOYMENT, WE MUST PROVIDE SOMETHING WE HAVE NEVER HAD IN THIS COUNTRY, A SMOOTH TRANSITION FOR EVERY YOUNG AMERICAN FROM FULL-TIME SCHOOLING TO FULL-TIME EMPLOYMENT.

WHAT DOES THAT ENTAIL?
FIRST, WE NEED TO GO TO THE FOUNDATION OF THE LEARNING EXPERIENCE -- TO BASIC EDUCATION ITSELF AT THE ELEMENTARY SCHOOL LEVEL -- TO BE SURE THAT YOUNG PEOPLE GET AN EARLY START IN DEVELOPING THE ATTITUDES AND ACHIEVING THE ACADEMIC PROFICIENCIES SO NECESSARY TO ENABLE THEM TO EVENTUALLY GET AND HOLD A JOB. CONTRARY TO THIS REALITY, THERE IS SOME INDICATION THAT FUNDS REQUIRED TO ADDRESS THIS SEGMENT OF THE PROBLEM MAY BE RECHANNELED TO OTHER AREAS BY THE CURRENT LEGISLATION. THIS WOULD BE A SERIOUS MISTAKE.

REPETITIVE REMEDIAL TRAINING IS A SEVERE DRAIN ON RESOURCES AND YET, WITHOUT ACCEPTABLE BASIC SKILLS IN READING, WRITING AND ARITHMETIC OUR CHILDREN CANNOT HOPE TO SUCCEED IN AN ADVANCED INDUSTRIAL SOCIETY.
ONE WAY TO APPROACH IT IS TO PLACE NEW EMPHASIS ON ACCOMPLISHING THIS IN GRADES 6 THROUGH 8. THIS MAY BE THE BEST TIME TO ACHIEVE THE REQUIRED BASIC ACADEMIC COMPREHENSION, WHILE PERMITTING STUDENTS TO MASTER ADVANCED STUDIES AND ELECTIVE SUBJECTS IN HIGH SCHOOL.

THE SECOND REQUIREMENT IS TO DEVELOP A GREATLY STRENGTHENED VOCATIONAL EDUCATION SYSTEM WHICH CAN DELIVER OCCUPATIONAL SKILLS TRAINING WHILE INTRODUCING THE IN-SCHOOL YOUTH TO THE WORLD OF WORK. THIS SUGGESTS MORE FUNDED JOBS FOR THE SHORT TERM, COUPLED WITH ESTABLISHING ADDITIONAL SKILLS CENTERS TO INSURE A POSITIVE WORK EXPERIENCE, AND LEAD TO PERMANENT POSITIONS.

NEXT, A PWI ("PROJECTS WITH INDUSTRY") CONCEPT SHOULD BE BETTER DEVELOPED TO EXPAND DIRECT ASSISTANCE FROM INDUSTRY THROUGH SPONSORING OF SPECIFIC COOPERATIVE PROJECTS. THIS WILL BRING ADVANCED TECHNOLOGY AND PROJECT MANAGEMENT EXPERTISE TO BEAR ON THE MULTIPLICITY OF PROBLEM AREAS IN THE EDUCATIONAL SYSTEM. CURRICULUM CAN BE UPDATED, NEW TEACHING TECHNIQUES CAN BE DEVELOPED AND VOCATIONAL TRAINING CAN BE MORE CLOSELY TAILORED TO THE EMPLOYMENT NEEDS OF THE COMMUNITY.
WITH A PROPERLY FUNDED AND ADMINISTERED COALITION OF EDUCATORS,

BUSINESS AND INDUSTRY REPRESENTATIVES, OCCUPATIONAL EDUCATION CAN PRODUCE SELF-SUFFICIENT CITIZENS FROM AMONG THE RANKS OF STUDENTS WHO ARE CURRENTLY IN OR ENTERING A HIGH RISK STUDENT DROP OUT POPULATION. A LESSER EFFORT WILL PRODUCE UNEMPLOYMENT AND SWELL THE WELFARE ROLLS.

FINALLY, COOPERATIVE EDUCATION IS SO SUCCESSFUL THAT NEW SUPPORT SHOULD BE GIVEN TO INCENTIVE PROGRAMS FOR PROSPECTIVE EMPLOYERS, SUCH AS THE TARGETED JOBS TAX CREDITS.

BASED ON ONE OF MANY STUDIES COMPLETED BY THE NATIONAL BUREAU OF ECONOMIC RESEARCH LAST YEAR, IT APPEARS THAT WORK EXPERIENCE WHILE IN HIGH SCHOOL, ALONG WITH ACCEPTABLE ACADEMIC PERFORMANCE, IS STRONGLY RELATED TO A SUCCESSFUL LABOR MARKET EXPERIENCE. THERE IS A DEFINITE RELATIONSHIP BETWEEN HOURS OF WORK WHILE IN HIGH SCHOOL AND WEEKS WORKED PER YEAR AFTER GRADUATION. PERSONS WHO WORK WHILE IN HIGH SCHOOL ALSO HAVE BETTER ATTENDANCE RECORDS AND GRADES, AND RECEIVE HIGHER WAGE RATES EARLIER THAN THOSE WHO DO NOT. THE COMBINED EFFECT ON EARNINGS IS SUBSTANTIAL.

THE TOTAL TASK IS NOT AN EASY ONE. BUT WE MUST DO IT, AND WE HAVE TO GET MOVING. WE OWE NOTHING LESS TO THE COMING GENERATIONS.

THANK YOU.

Senator PELL. Thank you very much indeed, Mr. Brown.

At this point I would like to extend, on behalf of Senator Randolph, his personal welcome to Mr. Clarence Burdette, assistant superintendent of vocational-technical, and adult education for the State of West Virginia, who is a witness here today.

He asked me to read into the record the fact that he regrets he is unable to participate in these important hearings, because he is chairman of the Committee on Environment and Public Works, and presiding over a day-long executive session on the the hazardous wastes bill—creating a fund to clean up dumpsites for hazardous wastes, such as Love Canal, which threatens the health and safety of many of our people.

The testimony received here today will help shape another important and major effort to improve educational opportunities for youth, preparing them for the world of work.

Mr. Burdette and many others throughout the country, in positions of community and State educational leadership, are the vital link to the local implementation of the new Youth Act incentives.

The ultimate responsibility for the success or failure of the reforms and new initiatives contained in the Youth Act of 1980 will be theirs. Their interest and concern, to be expressed by their testimony here today is appreciated.

These words are Senator Randolph's. He asked me to read that into the record.

Mr. Burdette.

Mr. **Burdette**. Thank you, Mr. Chairman.

I appreciate the opportunity to appear this morning, and I certainly appreciate the words of Senator Randolph, and his very strong support for vocational education, and education in general in the State of West Virginia and throughout the Nation.

We are very much in need, we believe, in West Virginia, of the passage of the Youth Act of 1980. As evidence of that need, I would quote to you that we have one very rural school district with a dropout rate in excess of 56 percent at this time. The mean dropout rate for the State of West Virginia is about 27½ percent. We believe that we need to act strongly to meet the needs of those youth who are leaving school without needed basic skills, without needed job skills, for participation fully in our society.

We have discovered that the unemployment rate for persons who do not participate in vocational education programs, who leave our schools through graduation and the dropout route, is approximately double that of those students who participate in the vocational education program.

We recognize fully the need for basic skills as a part of the experience and training of the youth. We would strongly support that element in this legislation. We have participated quite heavily in West Virginia in the Youth Employment and Demonstration Projects Act. As you know, we have a single prime sponsor in our State.

An agreement has been entered into with the prime sponsor, which brings 23 percent of the total allocation for the State to vocational education for programs in the secondary schools, and another 22 percent of the total allocation to the vocational education system for training programs for out of school youth. A total of 45 percent of the current allocation to the State is being spent directly through the vocational education system.

Additionally, from the remainder of the funds that are going to community-based organizations, the report to us from the prime sponsor is that 35 percent of those dollars are being used for buy-in slots into the vocational education system.

So vocational education is participating in a very heavy way in the current youth employment program. We think that is true because our people see the need for the skill training program that we have the capability of providing in vocational education.

In our youth program we now provide a combination of basic skills, career exploration, guidance, transitional services, skill training, and on-the-job training in the private sector.

We feel that it has been tremendously successful in the State, and has provided a great deal of opportunity for many of our young people.

Our problem is we simply do not have adequate numbers of dollars to provide this program to all the young people in the State who need it. We do have facilities in place, facilities which have been made possible, quite frankly, primarily through efforts of this Congress, in the Appalachian Regional Development Act.

We have the system in place, a system which can provide vocational, skilled training for the people.

I would like to comment briefly about the vocational education legislation, and the reason why I think we need additional attention to this problem. First of all, I think we simply do not have the numbers of dollars needed in vocational education to carry through the program on such a large stature which is needed now.

Second, vocational education legislation requires a matching situation. Matching dollars are simply not available from local, or State sources, primarily because of our problem in dealing with inflation, and meeting the costs of transporting and providing the services for youngsters at today's prices.

I think the targeting idea that is in the proposed legislation is a very important one, and one that certainly is not contained in the vocational education act.

Just in closing I would say that with the resources that this act can provide, I believe that the vocational education community, both in my State, and within the Nation, can provide a very strong impact on this problem.

Thank you, sir.

[The prepared statement of Mr. Burdette follows:]

TESTIMONY BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND THE HUMANITIES HEARING ON THE YOUTH ACT OF 1980

Washington, D. C.
June 18, 1980

Clarence E. Burdette, Assistant State Superintendent
Bureau of Vocational, Technical and Adult Education
West Virginia Department of Education
Charleston, West Virginia

Chairman Pell, Senator Randolph and other members of the committee. I appreciate the opportunity to appear before you and talk with you regarding the Youth Act of 1980.

In our 55 county school systems in West Virginia, the percentage of students that leave school prior to high school graduation range from a high of 56.18 percent to a low of 10.92 percent, with a mean of 27.46 percent. The two major reasons given by students for leaving school are lack of interest or motivation and dislike of school experiences.

Statistics indicate that a high percentage of youth who are unemployed have not graduated from high school. Also, of youth who graduate from high school and have not completed a vocational program, the unemployment rate is approximately 50 percent greater than those students who have completed a vocational program. For example, in West Virginia approximately 90 percent of the graduates of secondary vocational programs and approximately 93 percent of the graduates of adult preparatory programs find employment. The percentage of unemployment for vocational graduates is at least 50 percent less than nonvocational graduates. Surveys that have been conducted indicate that vocational student graduates have an earning advantage over nonvocational students. In a study, Project Talent, data indicated that males earn an average of $1,800 more and females earn an average of $600 more annually than nonvocational graduates.

Presently in West Virginia, we are successfully serving over 2,300 youth through In-School Programs and Out-of-School Programs under the Youth Employment Training Program (YETP). These programs are designed to meet the diverse needs of the students by providing comprehensive training programs that include career exploration, vocational guidance, vocational training, work experience, basic education skills, transitional services, and job placement. Some examples of programs being offered include: Comprehensive Transitional and Employability Training, Guidance Career Orientation and Work Experience for Potential Dropouts, Prevocational Skill Training, Self Development and Career Training for School Dropouts, Building Construction Skill Training, Job Exploration and Skill Training, and Career Awareness. We find that a key factor in training programs for dropouts and potential dropouts is to place more emphasis on motivation and improving the self image of students. Through a comprehensive vocational training program, this can be achieved.

In West Virginia we have one prime sponsor, which is the State of West Virginia. The Bureau of Vocational, Technical and Adult Education receives 23 percent of West Virginia's total YETP allocation for In-School Programs and 22 percent of the State's total YETP allocation for use in the Out-of-School Program. This total of 45 percent of the State of West Virginia YETP monies goes directly to the Bureau of Vocational, Technical and Adult Education. Additionally, approximately 35 percent of the funds received by community-based organizations offering Out-of-School YETP Programs are utilized to obtain training through "buy in" contracts in ongoing vocational training with Local Educational Agencies (LEAs).

With our vocational schools located in each school district, we have the potential to have a greater impact upon youth unemployment by expanding our program to serve more students while they are in school, therefore decreasing the dropout rate. With the necessary resources, career education along with career counseling could be offered to all students in the middle and junior high schools. This would provide students with the information and experience needed to make realistic career plans and enroll in appropriate vocational programs. This should result in a lower dropout rate and a higher percentage of students graduating from high schools with employable skills. In programs designed to serve dropouts and potential dropouts, West Virginia's YETP program experienced only a 17 percent dropout rate.

Vocational schools should and can be used to their maximum potential by serving youth who are unemployed or underemployed by operating in the afternoon and evening hours.

With the necessary resources, vocational education can and will provide the comprehensive training program and services required to prepare youth for the world of work.

Senator PELL. Thank you very much indeed.

There is one point that I cannot fathom, and that is the enthusiasm all of you have for the administration's work in this regard. What we have here is two or three steps backward and one step ahead. For example, Doctor Santoro, in our State of Rhode Island, we gain under this bill $2.7 million in the youth bill. That is a great help to us. But the cuts that are being proposed by the administration amount to a total of $4.5 to $5 million in the very same bill, vocational education, title I, BEOG, impact aid and other programs. That does not include the extra million we lose from the absence of revenue sharing.

So what we are doing here, we are going backwards two steps, three steps maybe, and going ahead one step. So I think it is robbing Peter of a great deal, and giving Paul a certain amount, and I do not see why the administration should be commended for this action. They should be commended if they kept up the excellent work that we are doing already in education and began a new initiative to attack youth unemployment in addition to existing programs.

What is your answer, any of you, to this criticism?

Dr. BOTTOMS. Mr. Chairman, I think, if I may respond first, without the education component of this youth initiative, as Congress continues to vote to increase funds for the youth effort, the current effort only focuses on jobsite—focuses primarily on the jobsite, and does not focus concentration of dollars to rebuild capacity in the depressed communities to develop these youth.

If Congress were to cut those other programs, at the same time passing this, that would be a step backwards. We will work just as hard to try to keep that from happening, as we are supportive of this effort.

Senator Pell. Forgive me, but those programs are perilously close to being cut. You have the figures. You have them right here. Concentration grants, title I, aid to disadvantaged children, nationally will be a loss of $200 million. Innovation grants, a loss of $146 million. Impact aid, $155, vocational education, State grants, $141 million. BEOG, $150 million. Some of those are not directly related to the new youth initiative but the amount is far more than the money involved here.

I think the public and you have been the victims of a snow job, in a way. This is a good idea. It is like motherhood. Obviously we are all for it. But why cut the programs that are doing the job now, such as vocational education?

What would be your thought on that, Doctor Santoro?

Dr. Santoro. My reaction is, my commendation specifically is this is recognized as a national concern, and I think it is and should be, and my commendation had nothing to do with any other actions of the administration, or Congress, with regards to cuts. Those would be devastating to the State of Rhode Island, if in fact they came true.

Senator Pell. That is my point. As you know, under title I, it is merely by administrative action that it focuses on the younger students. There is no reason in the world why it could not be applied to high school students, too, and more money pumped into that and also into vocational education.

I guess my position on this bill is, even if we have already done two steps back, we might as well go one step ahead, but my enthusiasm is muted because I think it is an illusion in great part.

If any of you strongly disagree with me, I would be very interested. The administration has not been able to give me a good answer to my argument.

Mr. Brown. Sir, my assumption was perhaps erroneous, that perhaps it was not too late. I am here to indicate that while a great deal of progress has been made, and with a great deal of enthusiasm and optimism, there remains a great deal to be done.

I was assuming these hearings would be helpful in making sure it was not too late to fill these voids.

Senator Pell. I would add that there is a possibility some of these cuts will be alleviated, but there is no question that the substance of some of those cuts will remain, even with the good work you are doing in Congress to try to block them.

Mr. Burdette. Mr. Chairman, I could no way advocate the passage of this legislation at the expense of existing legislation. We find that this would be paramount to eliminating the base upon which one could build for improvement. This would eliminate our very capability of taking action, in not only meeting this need, but the needs of all in this country.

We found, in our latest test results, that we are starting to get some very good results in terms of improvement of basic skills in the elementary grades, where the largest part of our Elementary and Secondary Education Act, title I moneys have been concentrated. We are getting some good results there now. We still are not getting the kind of results we would want at all in the secondary upper grades.

Again I think this is because we have concentrated on title I money in the lower grades, and rightly so, I suspect, because that is where one needs to start.

I would say there is additional need, and will not advocate at all that we have met the need that existed in terms of vocational education and basic skills for the disadvantaged to the point where we could withdraw our efforts in those areas.

Senator **Pell**. I think from a practical viewpoint, we have gone two steps backward, and we might as well go one step ahead. But let us not be under any illusions about the whole numerical proceedings.

National figures indicate only 7 percent of all vocational education facilities are located in metropolitan areas of half a million people or more. Because of this, how can we expect vocational education to provide skilled training that is anticipated at senior high school level? I guess this would be more directed at Doctor Bottoms.

Dr. **Bottoms**. Mr. Chairman, I think one of the studies indicates that some 12 percent of secondary training facilities are in the inner cities of 500,000, about 22 percent of the people. One of the things we advocate, and we urge you and your committee to consider, is some flexibility in the legislation to allow level communities to use these resources to develop a capacity to develop their people in the long term if they like that. But I think it is important to realize why those institutions are not there. It is in part because there has not been a Federal concentration.

You were very wise in including in the 1976 vocational education legislation facilities for renovation, in which the administration never asked funds and in which the Secretary could have targeted those moneys.

We have not had the Appalachia concept for inner cites of America. Only recently has the Economic Development Administration made it possible for those funds to be used for capital outlay funds.

Senator **Pell**. You touch on a very important point. We provided the authorization in the Vocational Education Act to build and reconvert these facilities, but never, never has the administration asked for the funds to do it with.

Dr. **Bottoms**. I would hope that concept would extend to this piece of legislation.

Senator **Pell**. As I say, you can see why my enthusiasm is muted.

Where did you get the figure 12 percent? We have 7 percent.

Dr. **Bottoms**. It comes from a study funded by the Office of Education, by a firm that looked at vocational facilities in all communities. I will be glad to share that study with members of your staff.

Senator **Pell**. I would appreciate that. I want to make sure we are working from the same set of base figures.

I would like to add, if we feel the need, we will send you some written questions, that will be helpful to the committee. The record will be staying open for 30 days. Any supplementary statements you want will appear in full in the record.

We wish you all well. Thank you.

Dr. **Bottoms**. Thank you.

[The following was received for the record:]

Vocational Education Panel Questions

1. As you know, in the CETA youth programs there is a 22% setaside. Do you believe there should be a similar setaside for on-the-job training and employment services in the education title of the proposed legislation?

Answer

Yes. Once vocational training has been provided, it is desirable to provide on-the-job training and employment service. It is our experience that much more is needed beyond the vocational laboratory in order to prepare YETP individuals for job entry level skills.

FOR EXAMPLE: We find that YETP In School potential dropouts and Out-of-School dropouts perform better and are more likely to complete the program sucessfully where work experience with counseling, plus an informal classroom setting are provided. Many of these students find employment, (each one is a plus); and many realize the value of education and obtain their high school diploma or GED and continue their training in colleges or in vocational schools.

The 22% setaside is good, but much more is needed for transitional skills, work experience and expanded employment services.

YETP examples of programs dealing with dropouts-October through June:

Hampshire Co.	29 enrollees	11 terminations	9 entered unsubsidized employment
	4 other positive	terminations only	2 non-positive terminations
Marion Co.	44 enrollees	35 terminations	5 unsubsidized employment
	24 other positive only	6 non-positive	
	25 have successfully completed their GED		
Harrison Co.	FY-78, FY-79 and FY-80 through April		
	92 enrollees	52 entered unsubsidized employment	
	45 have successully completed their GED		

2. If this program is to work, there must be a close relationship between education on the one hand, and jobs on the other. What kind of mechanisms have you developed or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

Answer

We have very actively involved vocational community advisory committes, both state and local in West Virginia. These advisory committees have individual members from all walks of life; labor, management, business, social service agencies, organizations and lay citizens. Our state and local vocational advisory committees provide a valuable service both statewide and locally in forging the link between the education community and the private sector. The expansion of the community education concept in West Virginia over the past 5 years is also becoming a positive factor in our efforts to derive mutual benefits for both education and the community.

3. Do you feel that the targeting in this bill is adequate to meet the goals of the legislation?

Answer

Yes

4. Critics of the President's Youth Initiative contend that we would be putting substantial amounts of money into ~~the~~ an educational system that has already failed the students the program seeks to assist. How would you respond to this?

Answer

Critics are like a broken record, they repeat themselves in spite of the facts which prove their criticism unfounded. Vocational programs have a high record of success when the real facts are presented. Where start-up or first fime funds are provided in sufficient amounts, vocational education has successfully dealt with the problems (only 17% negative terminations) in West Virginia's YETP program. Our educational institutions in general are extremely cooperative with our efforts, by providing a variety of services in counseling, testing, screening, placement assistance, utilization of learning centers and access to staff input and assistance. Vocational education in West Virginia is considered an intregal part of our total educational efforts to develop the student to the realization of ~~t~~his fullest potential.

Questions for Vocational Education Panel

1. As you know, in the CETA youth programs there is a 22% setaside. Do you believe there should be a similar setaside for on-the-job training and employment services in the education title of the proposed legislation?

2. If this program is to work, there must be a close relationship between education on the one hand, and jobs on the other. What kind of mechanisms have you developed or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

3. Do you feel that the targeting in this bill is adequate to meet the goals of the legislation?

4. Critics of the President's Youth Initiative contend that we would be putting substantial amounts of money into an educational system that has already failed the students the program seeks to assist. How would you respond to this?

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS
DEPARTMENT OF EDUCATION
199 Promenade Street, Providence, Rhode Island 02908

Thomas C. Schmidt, Commissioner

July 23, 1980

The Honorable Claiborne Pell
Chairman Subcommittee on Education,
Arts and Humanities
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

The purpose of this letter is to respond to the questions presented in your June 23 letter regarding proposed Youth Legislation.

With regard to a reciprocal set aside of education funds for on-the-job training and employment services, I feel that such a requirement would be beneficial. A set aside would ensure that services and activities to youth would not be unneccessarily duplicated. In addition, an investment of education and labor funds in a joint venture insures that both parties will work to the maximum extent toward positive program outcomes. It is important that State Education Agencies and Prime Sponsors work very closely in this area to insure that program planning in terms of goals, objectives, policies, funding cycles, prioritizing of client groups, duration of programs, etc. be adequately detailed and coordinated in order that LEAs, specific school sites and local CETA subgrantees can rationally develop and implement programs.

In reference to private sector linkages, Vocational Education Programs in Rhode Island have begun to develop approaches such as industrial satellite programs. These are training activities which take place in business and industry settings. This approach is utilized when offering the newest occupational training areas such as computer drafting and word processing. Specialized programs of this nature would require substantial financial investments for equipment personnel and related instructional materials which are not available. Industrial Satellite programs tap resources which are available in industry to provide specialized training programs.

Other programs which have been successful approachs to linking education and work are cooperative education and Apprenticeship Linkage programs which involves high school juniors and seniors in apprenticeships.

In addressing your third question regarding targeting, I am concerned that the intensive concentration of resources for designated areas may result in programs which have a limited impact on the basic skills development and unemployment problems of a large number of needy youth who do not reside in designated areas. Targeting of resources to designated areas primarily, may be too limited an approach to addressing the scope of the basic skills/unemployment problems of youth.

Targeting of disadvantaged students is adequate in the education title of the proposed Legislation, however participation for 14 and 15 year old youth in the labor title would be limited. Limits on participation for 14 and 15 year old youth may lessen the impact on the drop out problem which the youth programs are intended to address. Research conducted by the Rhode Island Department of Education has revealed that the largest percentage of youth dropout of school to go to work. The CETA youth programs could address the economic needs of many potential drop-outs by providing part time work experience for these youth.

Your final question concerning how to respond to critics who feel that putting more money into an educational system that has already failed students can be responded to by pointing out that the majority of federal assistance for education is currently targeted to elementary and post secondary education. Few programs exist to address the issues of basic skills and employability development of disadvantaged students at the secondary level.

I hope that the comments provided in this letter will assist you in the upcoming hearings on the Youth Bill. Please feel free to contact me for clarification of this letter or for any future questions regarding the Youth Initiative.

Sincerely,

Frank M Santoro

Frank M. Santoro
Deputy Assistant Commissioner
Bureau of Vocational-Technical
Education

FMS:PAR:LJC

AVA AMERICAN VOCATIONAL ASSOCIATION

July 24, 1980

The Honorable Claiborne Pell
Chairman, Senate Subcommittee on Education,
Arts and the Humanities
4228 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Pell:

I am enclosing a response to a series of questions proposed by you following the recent hearings on S-2385.

If we may be of further assistance in this matter, please feel free to contact my office.

Best wishes.

Sincerely,

Gene Bottoms

Gene Bottoms
Executive Director

GB/aws
Enclosure

2020 NORTH 14TH STREET ☐ ARLINGTON, VIRGINIA 22201 ☐ PHONE (703) 522-6121

RESPONSE TO QUESTIONS FOR VOCATIONAL EDUCATION PANEL

(Per Correspondence of June 23, 1980)

1. As you know, in the CETA youth programs there is a 22 percent setaside. Do you believe there should be a similar setaside for on-the-job training and employment services in the education title of the proposed legislation?

RESPONSE:

The legislative history indicates that 22 percent of the employment and training funds contained in Title IV of CETA were set aside to encourage greater participation of the education community. The majority of the activities authorized under Title IV relates to the education of youth. Since the age group addressed by Title IV of CETA is consistent with those who are either in school or of school age, this 22 percent setaside helps to fulfill the total purpose of the CETA funds in Title IV. However, it is limited to secondary school systems primarily due to administrative patterns.

Within this context, it is believed that 100 percent of the funds in the education title of the proposed legislation should be expended for employability training programs and related services. We believe that at least 25 percent of these funds should specifically be expended for vocational education and those services related to employment. These funds should be allocated to those vocational education institutions and agencies charged with responsibility for vocational education and job training. However, there should be close linkages between these funds and any other expenditures in the education title since it is clearly the intent of the education title to provide education and training for employability.

2. If this program is to work, there must be a close relationship between education on the one hand and jobs on the other. What kind of mechanisms have you developed or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

RESPONSE:

Vocational education has traditionally forged a close working relationship with the private employer. The Vocational Education Law (PL 94-482) calls for the establishment of advisory councils at the national, state and local level for vocational education. Advisory councils at the local and state level have been very successful in developing a closer working relationship between vocational education and the private sector employer. Employers work to advise and assist in developing the content of vocational education programs. They work to assure that the graduates of these programs will be employable and they serve as advocates of the vocational programs at the state and local level. This is done in many instances by seeking to upgrade equipment used in instructional laboratories, by assisting with improved financial support for vocational education programs, or by assisting with the upgrading of instructors by recycling them through an employment situation in the private sector.

One of the most satisfying relationships between vocational education and the private sector exists in the support given by the private sector to the activities of the student organizations. Each vocational education program has, as an integral part of the instructional program, a vocational student organization. These organizations, among other things, coalesce industry, business and organized labor support around the activities of the students. Notably, the contest arising from the instructional program enjoys great support from business and industry. The private sector organizes itself to develop the skills to be learned in the contest and financially supports the activities of these student organizations as a form of intra-curricular activity for the vocational education program.

The mechanisms developed by vocational education are working and can provide a model and a pattern for the required relationships between the private sector and education in the new youth legislation.

3. Do you feel that the targeting in this bill is adequate to meet the goals of the new legislation?

RESPONSE:

The problems of youth unemployment are not unique to the inner cities. Depressed rural areas have considerable concern about youth unemployment. While the numbers may not be as great as the metropolitan areas display, the nature of the problem is just as critical.

To target funds to the areas of recognized need is admirable and will address the immediate problem. It is also necessary to consider, however, the capacity-building aspect and seek to build the capacity of the vocational education community in areas where there are no stations for employability training so that the pool of unemployed youth will not become large in any area. One aspect of targeting that should be enhanced in the youth bill is to target to those depressed areas that have no capacity to deliver vocational education. This targeting should, of necessity, require assessment of facilities and capabilities of vocational education and would move the idea of targeting from simply dealing with the number of individuals to also addressing capacity. It could provide long-range developmental activities in communities that would adequately address the problem of youth unemployment.

4. Critics of the President's Youth Initiative contend that we would be putting substantial amounts of money into an educational system that has already failed the students the program seeks to assist. How would you respond to this?

RESPONSE:

Vocational education programs have achieved remarkable success, as is evidenced by the popularity and support of these programs at the state and local level. In addition, numerous surveys and studies are attesting the effectiveness and accountability of vocational education. This remarkable acceptance and success of vocational education has been achieved in the face of very limited federal funds. The federal investment in vocational education has been designed primarily to stimulate improvements in vocational education. It has not been designed to provide a comprehensive program of employment and training for the students who have rejected the school system and who are structurally deficient regarding both education and employability skills. These are hard to reach students. They are high risk students and the cost of programs to effectively impact and change both lifestyle and work habits is great. Education has not been traditionally charged with this responsibility, either at the local state or federal level, and sufficient funds have not been available for education to address the problems these youth have. However, it is the intent of this legislation to redirect some of the efforts of the education system to provide programs to serve disadvantaged, unemployed youth and to enhance the partnership of all facets of education, the private sector employer, and the public interest agencies at the local and state level in order to provide comprehensive programs for these youth.

It is not merely a matter of putting new money into old channels, but it is a matter of developing new linkages and new systems to serve students who are in great need.

Senator PELL. Our next panel is the Youth Education-Employment Panel. Pat Marino, public affairs representative, Kaiser Aluminum & Chemical Corp., Oakland, Calif.; Henrietta Green, vice principal, Oakland High School, Oakland, Calif.; Dr. James Jarrett, professor of education and former dean of the school of education, University of Calif., Berkeley, Calif.; and Jerold C. Kindred, consultant.

STATEMENTS OF PATRICIA J. MARINO, PUBLIC AFFAIRS REPRESENTATIVE, KAISER ALUMINUM & CHEMICAL CORP., OAKLAND, CALIF.; HENRIETTA GREEN, VICE PRINCIPAL, OAKLAND HIGH SCHOOL, OAKLAND, CALIF.; DR. JAMES JARRETT, PROFESSOR OF EDUCATION AND FORMER DEAN OF THE SCHOOL OF EDUCATION, UNIVERSITY OF CALIFORNIA, BERKELEY, CALIF.; AND JEROLD. C. KINDRED, CONSULTANT, A PANEL

Mr. MARINO. Thank you, Mr. Chairman.

My name is Pat Marino and I am public affairs representative. I would like to introduce Henrietta Green, to my right, vice principal of instruction, Oakland High School. After her is Jerold Kindred, consultant to the project, replacing Charles Hill, who is going to be talking about the role of small business in this project and what their needs are, and finally Dr. James Jarrette will be describing some of the crucial elements necessary in any school to work program and also what role the Federal Government will play in this program.

We thank you for this opportunity to describe our program and to make some suggestions on resolving the youth unemployment problem.

In Oakland, Calif., our community is faced with unemployment rate among minorities anywhere from 40 to 70 percent. We are committed to seeing this problem eradicated.

To that end, Kaiser Aluminum took the initiative and funded the Success on the Move program, a collaborative effort of U.C. Berkeley, Oakland High School, and ourselves. The total cost of the initial summer pilot was $80,000 for 120 Oakland High youths, or a cost of $670 per student. Our primary emphasis was in the jobs portion of the programs, was on work exposure and, second, on the development of specific skills.

Based on our brief experience with Success on the Move, we would like to make several recommendations regarding the youth unemployment problem and its correlation to education.

One: No one sector or organization can solve this problem alone; any program should be a public/private effort.

Two: At least some Federal moneys allocated to education/employment programs should be on comprehensive, preventative programs like Success on the Move that work with youth before the problems arise. We do not mean that those programs geared to the high school dropout are not worthwhile. However, we must simultaneously hit the root of the problem. If not, we are destined to repeat it.

Three: Students should be trained not just in one specific skill, but in the process of how to function in an ever-changing job market.

Four: Large corporations and small business need to work together to provide some of the resources necessary to mount education-to-work programs since the majority of the jobs are in the private sector. It has been our experience that a private sector employer will respond more favorably to another member of the private sector.

Five: Large corporations can assist a program like Success on the Move in several ways:

(*a*) By acting as a catalyst to link large and small businesses together in a jobs program. A key element in our program's success was the ability to place students with 54 small businesses.

(*b*) The corporation can also assist by providing some of the initial monetary incentives to attract matching funds for both the educational and employment portions or by paying the entire cost of the program.

(*c*) Finally, a corporation can act as a liaison to other corporations to encourage them to fund similar programs in their respective cities.

Henrietta Green, vice principal, Oakland High School, has been very close to both the summer and spring pilot programs at Oakland High. She will briefly summarize them for you.

Ms. GREEN. Chairman Pell, members of the committee, I am pleased to have the opportunity to briefly describe our program to you.

It grew out of earlier adopt a school partnership between Kaiser Aluminum and Oakland High School. In the spring of 1979, the University of California at Berkeley went to Kaiser Aluminum with an education proposal for summer school for Oakland High School students. We at the school site pointed out that many students who needed to attend summer school will not do so because they would be looking for summer employment. So it was decided that each student involved in the program would have an opportunity of part-time job. An employment consultant was hired by Kaiser Aluminum to recruit the jobs. Success on the Move is a school to work program. It has several goals, including student change, high school teacher change and university change. It has philosophy which ask students to take responsibility for their own actions, including problem solving methods which can be transferred from each discipline in the school to the world of work.

I personally believe that the Success on the Move program would be a strong determining factor in decreasing the school dropout rate because immediate reward of a job is highly motivating, and correlation of education and skills needed for the work world makes education extremely relevant. The program emphasizes language arts skills, speaking, reading, writing, listening, across all disciplines. Teachers in the program, regardless of the subject field, are teaching students communication skills in relation to the content matter of the subject. The U.C. professors and graduate students in the program are involved in the program at a level that brings higher education closer to the secondary school. They are actually involved in the classrooms teaching the high school students. This keeps them in focus realism of education needs and gives strong indication for directions for the university teacher training program.

One of the goals of the program is to have parent involvement at every level. Presently we have parents involved in this manner, planning, teaching, counseling, tutoring, and so forth. Plans are being developed to include more parents in the program. Already parents have shown much support and interest. They are almost 100 percent present at all invitations to assemble at the school site for meetings related to the program. We felt the program last summer was extremely successful. Students, ages 15 to 18, attended school in the mornings and worked in the afternoon. The primary emphasis on work program was development of good attitudes and exposure of a variety of career information. The secondary emphasis was development of specific job skills. The students were selected for the program according to a set of criteria which reflected the population of Oakland High School, which is comprised of 2,000 students of varied ethnic groups, the majority black and Asian as well as varied economic and ability levels. We incorporated the program into the regular school during the last spring semester as a pilot project. We want to continue to expand it in the fall, and we are planning also to have another summer session for 120 students.

During my more than 20 years in the education system, I have never been involved in such a comprehensive program, nor have I seen so much enthusiasm generated by students, teachers and parents. The students say that the program makes them feel worthwhile regardless of ability level. It emphasizes positiveness, self esteem and responsibility for one's own actions.

The emphasis on communication skills, problem solving and work exposure provide tools that will be useful to our young people the rest of their lives. They learn in school how to be functional responsible citizens. We are all excited about this program. It is in the formative stage, but we know it works and we want to continue its development and expansion.

Thank you

Senator **Pell**. Thank you very much indeed, Ms. Green.

Mr. **Kindred**. With your permission I will be reading the testimony of Mr. Hill, who is an eloquent and articulate man, but he was taken ill this morning.

Thank you, Mr. Chairman, and members of the committee for the chance to comment on the Success on the Move program. I own a florist shop and several other small businesses on East 14th Street in Oakland. I have been there for 13 years. It is an area made up mostly of black, very low-income people. We are the place where youth unemployment exists. I see it every day and I live with it.

My first time in this program was last year. I took on several of the Success on the Move students and have kept two of them on a part-time basis as employees. I have participated in many programs to date, but this program was the best. Why? Simply because the students came to me with a willingness to work, a positive attitude, and a basic understanding of the importance of getting to work on time. With that going for me, teaching them some skills was easy. I cannot tell you the number of students that have cost me time and money because I became more of a counselor than an employer and took more time from my business than I should have to assist them to learn about work. Small businessmen need to have someone they can count on, someone who is reliable.

Because many small businessmen have had poor experiences with youth, they often have a perception of the young worker as lazy, shiftless, a vandal and thief. When job developers are trying to place students, they face first this poor perception of young people and, second, racial prejudice. If, however, small employers have a subsidized chance to learn how good these young people are as workers, then small employers can be persuaded that hiring youth is a good investment, one they will be willing to underwrite, at least in part. In this program, 30 out of 54 of last summer's employers hired their students back with their own money. Small employers can almost always use motivated youth as employees, due to turnover.

I would like, at this time, to recommend several ways of assisting small business in participating in Success on the Move type programs. They are:

One: Tax incentives or some form of subsidy for those employers hiring high school youth on a part-time basis—say sixs weeks—or during the summer.

Two: Allow the pairing of private/public funds for small businesses who cannot afford a youth's employment costs above the minimum wage—for example, social security, workmen's compensation, et cetera—or who have to pay union scale to hire young people.

Three: Provide technical assistance to small businesses to aid them in complying with the requirements of CETA programs before, during, and after a student's employment.

Four: Streamline the paper, compliance, and reporting processes. We cannot afford red tape.

Five: Allow pairing of private/public funds so that heterogeneous groupings of students and employees can be achieved. Kids need to understand other experiences, attitudes or cultures in which they are expected to compete in the real work world. We must stop setting up them for failure.

Six: Provide matching funds to a group of small businesses who may want to "adopt" or work with a particular high school for career education/employment training who could not do so without assistance.

Seven: Utilize part of Federal funds to provide a clearinghouse of practical information on training activities and career information for the small businessman.

Eight: Allow the private sector to utilize CETA or other funding to provide training and pretraining orientation to work for low-income youth.

I think jobs, the experience they can gain at work, can really turn students on to learning. If Government can assist small business to participate in programs as good as Success on the Move, you will develop a broader base of jobs for unemployed youth. With a combined education/work program, these students will have a better idea of what they are facing and a better chance for a job when they walk out that high school door for the last time.

Senator PELL. Thank you very much indeed.

Dr. Jarrett.

Dr. JARRETT. Thank you. Let me briefly summarize the elements we think are necessary in a collaborative work/education program.

In education, an emphasis on language skills in all subjects; that is, not only on writing and reading, but on listening and speaking, too; emphasis on problem solving techniques; and we believe in heterogeneous groupings of students, with an interdisciplinary curriculum relating disciplines to jobs and work skills.

In employment: An involvement of the employers and the parents in the school in ways that are useful and that engage their skills; provide a pairing of private and public funds to allow the participation of small businesses and the heterogeneous groupings of students.

Research, we believe, is absolutely essential. We need to learn and then apply our learning. We need to learn a great deal if we are to improve the teaching of basic skills, problem-solving and job related skills at the high school level to students with low oral, written, mathematical, and problem solving skills. We need much research on oral language skills.

We know far too little about how to relate work skills to academic skills, et cetera. This argues for the essential role of university faculty in the collaborative effort.

A program, like Success on the Move, that brings university faculty, graduate students, and high school teachers together as peers is the best possible context in which to identify and work on ways to resolve the very difficult problems of creating a work/school program that truly serves the needs of low income, largely minority students, who live in the inner cities.

Next, I would like to mention reasons we believe some Federal assistance is needed for a program like Success on the Move and would like to suggest ways Government can play a role in such a program that originates in the private sector.

Medium-sized companies need tax incentives with minimal time required to comply with regulations. The public schools will require funds on at least an interim basis. Shrinking enrollments and shrinking financial resources make it very difficult for them to plan for and reallocate funds to support a new and untested program.

If Success on the Move is to compete successfully with other school programs for people and money, then funding is required for planning, demonstration, and transition.

Universities will require ongoing funding if they are to participate. The Federal Government might participate in several ways. The first way would be to provide direct funding to the universities and schools that conduct Success on the Move type programs for the initial costs of developing the program, demonstrating it, and incorporating it into the regular school curriculum. We are suggesting a matching of public and private funds. The private sector could then pick up the employment costs of the program.

The public high schools should be able, after a period of development and demonstration, to support a majority of their costs of a Success on the Move program out of the regular school instructional budgets. However, if the transition is to occur, it will take interim funding.

There is also the possibility of tying in on a partial basis with existing sources, such as Department of Labor, and private industry council and the new basic skills program in the Department of Education to pay for parts of Success on the Move.

From the university point of view, funds for their portions of the program might come, in part, from NEH, NIE, or DOL.

Another way that the Government might assist Success on the Move type programs is via direct tax incentives to large corporations who would then provide funding, the job costs, the public high school and university costs for the program and, as mentioned earlier, to small businesses for employment of students.

A third way would be to provide funding to nonprofit intermediaries along the lines of the National Alliance of Business, Urban League, Inc., or Oakland's Marcus Foster Educational Institute. These intermediaries could then act to attract corporate and foundation funds for these types of programs and take on the job of counseling and managing the collaboration, assisting small corporations with subsidies, and complying with local, State, and Federal laws and regulations.

We realize we are coming to you asking that funding for this kind of program be appropriated at a time when you are faced with budget cuts and when there exist already a number of successful programs. To that problem, we would suggest that there is the possibility of matching funds from business and private foundations so that not as much money is needed as if it were solely a Government-financed project.

We believe Success on the Move warrants a closer look because it is a comprehensive program working on the academic, employment, and community areas of a student's life, one which is replicable, we believe, wherever there are component parts: a university, high school, and industry or business. We believe it will succeed because it is public/private solution to a very serious problem.

Thank you.

Senator Pell. Thank you very much indeed.

This relationship between education and the job is a very important one. As you point out, Dr. Jarrett, there has been very little research done on it in the field.

Where do you think the best material rests, with the Department of Education or in university hands? Or where is most information available?

Dr. JARRETT. Well, I think in university hands primarily. Obviously we depend on the department of education for number of data. By and large, the department does not conduct basic research on these issues but, as you know, assists other agencies, such as university teams. We believe collaboration with teachers and corporations to be essential to carry out a kind of joint effort with respect to research.

In our opinion, in the past there has been too much concentration on the university without the elements of collaboration.

Senator PELL. As you know, CETA has done a fairly good job. There have been some abuses. It is being cut back—one of these steps backward—by $300 million, being cut back a third. CETA has a 22-percent set-aside for education.

Do you think there should be similar setaside in the education portion of this legislation for job training?

Dr. JARRETT. I personally do believe that it is essential there be some such provision. We are arguing among other things, I will say once again, for university involvement in the specific inclusion of this possibility of collaborative effort.

Senator PELL. I think Ms. Marino wanted to say something.

Ms. MARINO. I would say that would give a balance of both education side and job side. Oftentimes there is only one source of funding, and it is not looked at as a total program. This project is presented to the students and employers as a total entity. If we could have the 22 percent on the other side, that would be an excellent way of covering it.

Senator PELL. Another question here is the question of school dropouts, whether they will be willing to go back into formal school setting or should there be alternative education route open to them for reentering the education process?

Dr. JARRETT. My own view on that is our program does not pretend to be a panacea to include, to meet all types of problems. I should think ours is primarily aimed at students who still are in schools. We are concentrating upon development of their employability skills rather than on the equally needed efforts to get at those students who have dropped out and need to be brought back into the school or other training context.

Ms. MARINO. I would like to add also the program having taught adult education system with dropouts, that program could be modified to work on those elements.

However, a primary focus is the student before he graduates, he or she graduates.

Senator PELL. Is not one of the most important parts of giving the job the question of work habits and approach? I am always struck by the amount of want ads in any newspaper, with people not willing to fill them, either because they are very unattractive jobs or low paying jobs, minimum wage jobs, or the people do not have technical skills that are necessary to perform the work.

I was wondering how you saw this situation.

Dr. JARRETT. We entirely agree with that emphasis. In fact, we make a point of a kind of equal emphasis upon skills, upon knowledge and upon prosocial attitudes on the part of the student. We do a great deal by literature, discussion groups and working with employers to try to develop prowork attitudes. We think they are absolutely essential.

Ms. **Marino**. Last summer we did place youth in a variety of jobs, retail service, manufacturing trades, with over 54 small business employers. Although our emphasis, secondary emphasis is on skills, many of the students have gone on now in their second year to develop interapprenticeship programs. The hardest part was getting those business people to take them the first time around. Now, there are a number of them that are going to stay with the employer that they have had all the way through their high school career. So we have people in carpentry, painting and remodeling, and day care centers and a number of situations.

Dr. **Jarrett**. Could I add a word on that, if I may?

We were struck by the fact that we had essentially no attendance problems at our summer school last year. The students all came and they came on time. They went to their jobs on time and they reported there was no absenteeism.

As one indication of the success of our kind of emphasis upon attitudes, we think that is impressive.

[The following was received for the record:]

Questions for Youth Education-Employment Panel

1. Critics of the President's Youth Initiatve contend we would simply be putting substantial amounts of money into an educational system that has already failed the students this program is designed to assist. How would you respond to that?

2. If this program is to work, there must be a close relationship between education on the one hand, and jobs on the other. What kind of mechanisms have you developed in your program, or what kind do you believe could be developed to forge the necessary relationship between the education community and the the private sector to insure that this program will work?

KAISER
ALUMINUM

KAISER ALUMINUM & CHEMICAL CORPORATION

July 11, 1980

The Honorable Claiborne Pell
Chairman
Subcommittee on Education, Arts,
and the Humanities
Committee on Labor & Human Resources
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

Attached is a supplemental statement to the testimony the Youth Education-Employment Panel provided your committee on June 18. We have responded to the very thoughtful questions you asked and hope the response is useful.

We will be providing you with some conceptual amendments to the Youth Initiative in the near future. We thank you again for the opportunity to present our Success on the Move program to your committee.

Sincerely,

Patricia J. Marino

Patricia J. Marino
Public Affairs Representative

PJM:pjb

KAISER CENTER: 300 LAKESIDE DRIVE, OAKLAND, CALIFORNIA 94643

SUPPLEMENTAL STATEMENT OF THE YOUTH EDUCATION-EMPLOYMENT PANEL TESTIMONY BEFORE THE SUBCOMMITTEE ON EDUCATION, ARTS AND THE HUMANITIES - JUNE 18, 1980

The educational system in this country has received extraordinary amounts of federal aid which has sometimes produced extraordinarily poor results. Part of the reason for the poor results was the criteria and structure for the federal disbursement. The President's Youth Initiative begins to address the areas heretofore which received little or no federal money, or restructures the emphasis on these areas. The Youth Initiative does focus on both education and work experience, as well as job training for older youth while providing the same for those still in junior and senior high; it allows for distribution of Title I funds based on effective local plans and not just the number of low-income students; it acknowledges that compensatory education must be allotted to junior and senior high schools as well as elementary; it recognizes that "good work attitudes" are the first "skill" that a high school student needs, and it emphasizes a need for cooperation with the private sector. However, the President's Youth Initiative falls short in several areas.

First, it does not allow for a heterogeneous grouping of students by allowing the pairing of public and private funds; its emphasis is still on low achievers. Improvement in basic skills doesn't mean students can learn only with those of the same ability levels. Secondly, there is no emphasis on the process by which basic skills are incorporated across the curriculum and not just in reading and English classes. If language (reading, writing, listening and speaking) and computation are to be enhanced, then every teacher must accept responsibility for basic skills as part of his or her lesson plan. Thirdly, career education should be incorporated into every discipline; in other words, every teacher must incorporate work exploration and knowledge of careers into their respective disciplines, with students' performance, knowledge of job profiles, etc., as part of their normal school record. Fourth, although partnerships with the private sector are encouraged, the only specific process by which to do this is the funding of the Private Industry Councils with $150 million in 1982 for cooperation with schools. We are not sure that simply funding the PICs will ensure private-sector employer cooperation with schools. The funds should be awarded on the basis of specific career/exposure-to-work plans that the school in conjunction with employers has developed. In addition, perhaps a certain portion of the funding provided the PICs and prime sponsors, either directly for youth jobs or for career education in class, might be given on a matching basis with business dollars in order to ensure a public/private partnership in youth employment for junior and senior high school students. Training could be provided by the private sector.

Finally, it should be recognized that we are not suggesting that you put substantial amounts of money into the educational system per se.

Our purpose in testifying before the Committee was to suggest an alternative approach that should be built into the legislation. Only a third of the costs of our program comes from the school system for the regular instructional day; the school system can cover those costs from existing funds. The extra costs (release time for teacher training, the costs for time for teachers to plan and develop curriculum, for example) must be met from some other source, at least until the school system can see that a program like this has merit and should be paid for from reallocated costs and redefining teacher and counselor roles and assignments.

The other roughly two-thirds of the program costs, one-third for university operational participation, the remainder to pay the costs of employing the students, must come from other sources. It is our suggestion that private-sector employers pick up the employment costs, and that foundations and government (federal, state and local) pick up the rest.

As we see it at the moment, the breakdown on how the costs of a program like Success on the Move should be distributed is as follows:

Corporations 50%
Government and Foundations 30%
School Systems and Universities 20%

Through the next three to five years, outside money will be required to develop, demonstrate and then make the transition to a larger proportion of local funding. We do not see a time when a program like this could operate without government funds. The only exception would be indirect federal funding via tax incentives that would make it pay for corporations to totally fund such programs.

Again, we do not see how the current legislative initiatives would make this kind of federal role feasible or possible. In fact, we are suggesting that the federal government not put these funds directly into the hands of school systems, primarily because they do not now have the personnel with the training or motivation to organize and conduct programs like Success on the Move. Instead, we suggest that the federal government fund local non-profit agencies who would then turn around and fund the collaborative partners - the school systems and the universities only if they plan, conduct, and then implement such programs. Care should be taken to ensure that these local agencies act as "brokers", that they solicit and concentrate the funds from foundations and corporations, and that they do not see themselves as a broker on any but a temporary (3-5 years) basis.

In answer to your second question, we have adopted several mechanisms to forge the link between education and work:

a) The collaboration itself. The project is designed, managed, and operated by three equal partners: Kaiser Aluminum & Chemical Corporation, University of California at Berkeley, and Oakland Public Schools. All decisions are made jointly and all activities are jointly undertaken. Ideally, the funding would also come in equal measures from each of the three partners. It is that role that the federal government might play: to make certain that the partners all come to the table with equal resources.

b) The curriculum has three major facets: basic skills, problem solving and career exposure. It is our constant effort, via the collaboration, to develop in the students knowledge, skills, and attitudes that relate their school activities and learning to those skills that are necessary to fund, get and keep a job. The three aspects of the program are incorporated into every discipline (math, social studies, science, etc.) and teachers are responsible for and evaluated on this incorporation.

c) Parents are involved in this program at all levels. They do not have a role in the administration of the program, but they do have considerable leverage in helping the collaborative partners relate well to one another and in making certain that the education community relate to the private sector, and vice versa.

d) Small employers are involved in the program in several ways: most directly, they give us regular responses on how well the program is working for the students. If some element of the program is weak, they are always the first to let the project know that the private sector, the university, and the schools need, together, to see that the problem is resolved, the curriculum changed, or the learning activities improved. This response process takes place with and through the jobs coordinator for the project and via evaluation forms.

e) Each teacher during the summer 1980 program is responsible for a group of 12 students whom they visit on their job sites twice weekly. Teachers do not monitor the students, but rather come to know the student's work site, environment and employer. It is a means of emphasizing the world of work to the teacher.

f) The initial payment of salaries by Kaiser Aluminum & Chemical Corporation has acted as a catalyst in encouraging employers to pay their students wages after their (employers') first participation in the program. It is a method of enticing a reluctant employer into the program. Although Kaiser Aluminum has continued to pay for the salaries of many of the students, we have begun to notice a build-up in the number of small businesses willing to hire high school students at their own costs.

Senator PELL. I thank you very much indeed, Youth Education Employment Panel, for being with us.

Our next panel is Education Associations Panel, Philip Phelon, president, Cumberland County College, Vineland, N.J., representing American Association of Community and Junior Colleges; Jean Tufts, president, National School Boards Association, and school committee member, Exeter, N.H.; Dr. William Pierce, executive director, Chief State School Officers, Washington, D.C.; Dr. O. L. Plucker, superintendent, Unified School District No. 500, Kansas City, Kans., representing American Association of School Administrators.

STATEMENTS OF JEAN S. TUFTS, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, AND SCHOOL COMMITTEE MEMBER, EXETER, N.H.; PHILIP PHELON, PRESIDENT, CUMBERLAND COUNTY COLLEGE, VINELAND, N.J., REPRESENTING AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES; DR. WILLIAM PIERCE, EXECUTIVE DIRECTOR, CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.; AND DR. O. L. PLUCKER, SUPERINTENDENT, UNIFIED SCHOOL DISTRICT NO. 500, KANSAS CITY, KANS., REPRESENTING AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS, A PANEL

Ms. TUFTS. My name is Jean Tufts. I am president of the National School Boards Association. Our organization represents the Nation's 16,000 school boards who, in turn, are responsible for educating the 5 percent of all public school children.

Since our prepared statement is somewhat lengthy, I would like to submit it for the record and summarize the main points.

Senator PELL. All the statements will be inserted in full in the record as though read.

Ms. TUFTS. Each of the points I will summarize today are covered in detail in our prepared statement.

At the outset, NSBA strongly believes that long-term data compels that a major national effort must be undertaken if the economic, social, and individual problems of youth unemployment are to be resolved, We, as the governing bodies of local school systems, are committed to utilizing the public schools for appropriate curriculum in developing basic academic skills, preemployability skills, motivation, and occupational training.

The following six points constitute a basic structure for what we believe to be an effective public school program:

Local formula: First, funding for the program should be distributed on a local formula basis. Any program of this financial magnitude must be geared to emphasize certainty in annual funding—and minimize State or Federal grantsmanship.

Plan selection: Local option for ranking/competition.

Second, school systems should be given the option to either fund school plans on the basis of enrollment ranking or on the basis of competition.

Plans: Site basis, cluster, intermediate school systems.

Third, there should be enough flexibility to enable plans to be developed on; first, individual school sites; second, clusters of school sites within the school systems; and third, arrangements among two or more systems—including the services of intermediate school service districts.

Role of advisory councils: Fourth, advisory councils should be utilized in a manner which can promote effective programing and, at the same time, avoid counterproductive involvement in school management and governance. Specifically, both at the district and school site level, these advisory councils should play a dynamic role in connecting the inschool feature of the program to the external workplace. However, advisory councils should not be involved in areas in which they do not have expertise, such as curriculum development or school administration. Nor should they have a role which effectively usurps the authority of the school board to represent its constituency—that is, the approval of plans.

Size and scope: Fifth, there has been some discussion as to whether there should be a minimum size and scope provision for this program. The administration's bill, as introduced, could easily require an expenditure of $600,000 per school site in each and every instance. This figure is far too high as a minimum for each and every instance, and we would recommend that the Subcommittee consider a lower figure.

Administration requirements: Prime sponsor—State/local role.

Sixth, while the youth program should involve a variety of agencies, care needs to be taken to avoid bogging the program down in a bureaucratic mire of agency signoffs. To that end, prime sponsors should be involved—but without signoff authority. Likewise, only one State agency should be involved in funding local school district plans—which should be legislatively mandated to occur within 45 days of the date in which the local school district submits a plan.

In conclusion, NSBA has a number of other concerns such as targeting the range of participants on secondary school students, avoiding the dilution of funding role of community based organizations; that is, utilizing the ESEA title I model, and minimizing the amount of recordkeeping. On behalf of NBSA, I would like to thank you for this opportunity to testify. We would be pleased to answer any questions which you may have.

Thank you very much.

Senator **Pell**. Thank you very much, Ms. Tufts. I want to assure you and all the witnesses that all the specific suggestions, just like the ones you made, are going to be pulled together, collated, and we will go over them one by one.

Ms. **Tufts**. Thank you very much.

[The prepared statement of Ms. Tufts follows:]

NSBA
FEDERAL RELATIONS

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Testimony on behalf of the

National School Boards Association

on

S. 2385
The Youth Act of 1980

before the
Subcommittee on Education, Arts and the Humanities
Senate Labor and Human Resources Committee
4232 Dirksen Senate Office Building

Presented by

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June 18, 1980

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CONCLUSION 14

Exhibit A

My name is Jean S. Tufts, and I am President of the National School Boards Association. We appreciate this opportunity to testify before the Subcommittee on Education, Arts and the Humanities on legislation to provide employability and educational programs for disadvantaged youths, grades 7-12.

For the record, I would indicate that the National School Boards Association is the only major education organization representing school board members. Throughout the nation, approximately 90,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than ninety-five percent of the nation's public school children. Currently marking its fortieth year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Since most school boards members are elected public officials, they are politically accountable to their constituents for both education policy and fiscal management. As lay unsalaried individuals, school boards members are in a position to judge legislative programs purely from the standpoint of public education, without consideration of their personal or professional interest.

INTRODUCTION

As members of the Committee know, the rate of unemployment among young adults ages 16-24 is more than twice that of the population as a whole. Among disadvantaged youths in many urban areas, the rate has reached an alarming 60%. We believe that a concerted national effort must be taken on behalf of this strikingly large segment of our young adult population to: 1) enhance their opportunities for self-fulfillment, 2) relieve the national economic impact associated with their high rate of long-term unemployment, and 3) advance the general well-being of our employment oriented society. Accordingly, the

National School Boards Association wholeheartedly supports the passage of federal legislation to assist local school districts to develop the basic educational and employability skills of our nation's disadvantaged youths.

Obviously, NSBA is pleased that over the last year, many Senators on this Committee have endorsed the need for expanded assistance in this area. Likewise, we are also pleased that President Carter has emphasized this program as the cornerstone of his 1980 domestic initiative.

Given the general recognition of the problem, we will not restate the case for federal assistance. Rather, our testimony today will attempt to conceptualize the type of program that is needed, and then discuss some of the points raised with respect to the Senate bill.

Part A: CONCEPT OF THE PROGRAM

1. Services for the Program

Over the past year, NSBA has discussed youth employment programs with a number of local school districts, as well as with the community of people involved with the Vice President's Task Force on Youth Employment. We would like to reinforce the notion that these youth require a mixture of services which include: basic academic instruction (essential to applying for a job and conceptualizing the performance of the task), pre-employability awareness (i.e., learning how to find employment and gain knowledge of the local labor market), occupational training (including work experience for entry-level jobs within the local market place), motivational development (coming to work and school on time every day), and job placement services.

Therefore, the services fashioned for these children should not be viewed as a mere extension of vocational education or as job placement services. To do so may lead to some cosmetic improvements, but will fall short of the long-term objectives that should be pursued. Further, the target population (ages 12-24) is not homogeneous. Therefore, the precise mix of services given to in-school pre-employment youngsters may be entirely different from services offered to adults who, for example, dropped out of high school and are now sole supporters of their families. For in-school youths at the lower grade levels, the emphasis must lean heavily toward basic skills, not occupational training.

2. Role of the Public School

It has been alleged by some that the very fact of high youth unemployment demonstrates the unwillingness or incapacity of public schools to respond to the need. Therefore, a question is raised whether the public schools should be involved at all; and whether, therefore, private schools should be utilized instead. As the Committee's hearings should bear out, public schools have been successful in their efforts to develop programs. In dealing with the numbers of children involved, the need for more public school services is more a matter of funding than desire.*

At the same time, NSBA does not view the role of the public school and that of Community Based Organizations (CBO's) as competitive or mutually exclusive. Indeed, we believe that they should work with one another — sharing the experiences of their successes and failures.** To that end, the federal program should include locally developed uniform measures for evaluating programs, so that there can be better exchanges of information.

Public schools know that in order to provide the necessary services, they must coordinate with other agencies, including prime sponsors and the business sector. Given the variances in local political conditions and in the legal relationship of units of government to one another, the precise nature of that coordination should be evolutionary rather than mandatory in the law. In the final analysis, especially for in-school youth, the local school district* must be the final arbiter among governmental units in determining the educational program, the standards of student performance, the qualifications of personnel, and the awarding of credit toward a degree.

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* Aside from the fact that the public schools can do the job with adequate funding, a pre-eminent CBO role should be rejected on broader philosophical grounds. Federal legislation which discourages public school participation, in effect, creates a national policy to segregate unnecessarily these children into another system of education. Further, that policy encourages the fragmentation and eventual erosion of the public school base.

** However, as indicated later in our statement, we believe that CBO's should be funded through Department of Labor legislation, not the education program.

3. Planning for the Program

Many school systems and school site personnel may need assistance in developing or implementing the kind of program which we've described. Accordingly, there should be sufficient lead time for planning, developing curriculum, providing in-service training for teachers and counselors, and establishing working relationships with the private sector and other units of local government.

4. Approach Sought by the Education Community

Over the past year, the major organizations representing the education community have been meeting in order to develop the general specifications for a program. NSBA believes that within the conceptual framework which we have just set forth, the approach taken by these organizations will provide effective programming we should like to include those general specifications as a part of the record (Exhibit A).

Part B: THE ADMINISTRATION'S PROPOSAL

In the main, NSBA believes that the division of functions for in-school services between the Department of Education and Department of Labor bill is appropriate. For the purpose of today's testimony, we will not comment on the Labor side, except to say that we oppose transforming the current 22% set-aside for public schools into the much smaller matching grant type of program that has been proposed.

**subject to state law*

Turning to the education side, NSBA is particularly supportive of the following features:

- distribution of funds on a formula grant basis;
- planning grants available to school districts one year in advance of the program money;
- funding school sites on a competitive basis, rather than a rank order basis;
- enabling (most) school districts to develop programs without undergoing the process of submitting applications to the state educational agency;
- permitting funds to be used at the junior high school level;
- placing the same (pro tanto) accounting and administrative requirements on private schools as those on public schools.

Areas of Opposition

At this point, I would like to highlight those aspects of the proposal which give NSBA substantial misgivings or which raise questions.

a) Mutiplicity of agencies and councils in the approval process

One of our principal objections to the bill is that it places too many agencies in the program approval process. Perhaps the problem is best illustrated by listing the steps which LEA's must take to receive funding.

Prior to submitting a plan to the LEA, schools participating in the planning process must obtain the sign-off of their school site council. In the case of small districts, an application is then made to the SEA. To receive vocational funding, the district (regardless of size) must make a separate application to the state vocational agency — with ultimate sign-off by the SEA, where applicable. However where prime sponsor funding is involved, not only is an additional application made to the prime sponsor, but the prime sponsor also must sign off on both school site plans and the district's vocational application to the state vocational board. To further complicate matters, if a local vocational system operates separately from the local school district, then the activities of both local units would be coordinated by the state vocational board.

While the federal government will not be reviewing local plans, it will be steering plan development in its own way by requiring schools to collect data on certain outcome objectives.

Stated directly, there must be a simpler way to enable school districts to provide services for their students. At this point we would like to analyze briefly each of these points of interaction, as a means for determining which interactions can be eliminated or at least modified.

(1) School site councils - local governance issue

NSBA considers it inappropriate for the federal level to empower school site councils to approve the academic program, budget, and management of programs operating in local school buildings. Our argument is based on the following three reasons: First, members of the council who are not educators or school administrators should not be approving any student's academic program or the school's management policies. Second, the school principal may be placed in an awkward situation. Even as chairman of the council, the principal may have to bow to the will of the council. At the same time, the principal is an employee of the school district and must answer to the superintendent. Third, the proposed approval authority usurps the governing authority of the local school board, as well as the state responsibility to determine which of its governing bodies will make those kinds of decisions over programs.

We strongly object to an open-ended delegation of authority to the Secretary with respect to the selection procedures for school site councils. Past experience with ESEA Title I advisory councils compels us to believe selection criteria should be scrutinized carefully in legislative debate.

In order to ease the problems caused by the multiplicity of agencies with sign-off authority, school site councils' powers should be only advisory. Further, where similar advisory councils already exist (e.g., vocational advisory councils) duplications should be avoided.

(2) Prime sponsor sign-off: The governance issue

As in the case of the school site council, NSBA feels that it is inappropriate for the prime sponsor to have approval authority over a school site plan prior to its transmittal to the school board. By way of example, we would expect the Secretary of Education to object if proposed Department regulations were transmitted to the Secretary of Labor for official approval prior to her own review. At the same time, we recognize the importance of involving prime sponsors at the planning stage. Accordingly, we believe that prime sponsor representation on the school site council should be permitted, establishing an advisory role in that capacity.

(3) Involvement of the state vocational system

NSBA supports a strong vocational role within the Youth Employment program. Ideally, that role should be included in the legislation in two ways. First, local vocational educators should be involved in the planning and implementation of school site programs. We know that unless the vocational state grant set-aside in the Administration's proposal remains in the Youth Act, local school systems may have to commit a portion of their basic grants to local vocational programs. Second, NSBA supports amendments to the Vocational Education Act through which state vocational boards could make demonstration, exemplary, and innovative grants.

Unfortunately, the bill attempts to combine both points of vocational involvement in a manner which NSBA considers less than ideal. Rather than being a demonstration-type program, the vocational grants in S.2385 are in the nature of maintenance funding (especially since the funds must be integrated with basic grant programs). Without casting any negative light on state vocational boards, it would appear that in this bill the vocational system becomes a mere conduit for dispensing and regulating funding for this program.

(4) Applications to the state level

The Administration's bill seeks to address the funding of small county or small school districts through the state educational agency. Certainly, in many states SEA assistance would be a workable approach. However, in other instances, the preferable approach would be to develop plans with the assistance of the intermediate service unit. In states such as New York, California, and Michigan, intermediate service units were created primarily for coordination of regional activities. Apart from technical assistance, two or more school districts should be able to come to agreement for operating a program, without first submitting a plan to the state. Our concern regarding this process would be heightened if, in addition to approving the plan, the SEA would be expected to develop program criteria for the LEAs, or to select particular schools that would receive assistance. In brief, small districts may wish state technical assistance in developing plans, but they should not have to surrender to the state a role which is set out for the local school board in larger districts.

(5) The federal role

According to the bill, state monitoring would include the collection of outcome objectives. The nature of the information sought would be specified by the Secretary, and would include data on absenteeism, dropouts, and various achievement benchmarks. Certainly, the federal government should have a role in determining the direction of programs. However, we are concerned that as its information requests, especially on outcome objectives, become specific, the federal government will begin to influence curriculum design — specifically prohibited under the Department of Education Organization Act. Further, an emphasis on absenteeism and dropout rates as an indication of program success creates an incentive to select the best students for participation, rather than those most in need.

At the beginning of this section of our testimony, we identified five thickets in which local school district planning and operations can be ensnaried by the decision-making processes of other agencies. The combined effects of the tie-ups can be an administrative nightmare. We have offered arguments why each of these five areas should be eliminated or at least modified. We hope the Committee will consider them as the legislation develops.

b) Complaint resolution

The bill provides that pursuant to criteria prescribed by the Secretary, the school system must provide a formal hearing for resolving allegations of program violations. Unlike the ESEA Title I complaint resolution process, which would reach primarily parents and teachers, this process would reach private business, other agencies of government, councils affiliated with other programs, special interest groups, and a plethora of private individuals. Certainly, violations of law should be reported. However, the primary purpose of the complaint resolution is to seek programmatic redress, not to provide a forum for adjudicating legal violations. Especially in light of the costs of such a program and the potential effect on the fundamental mission of the school system, we do not believe that there is either legal standing or the lack of other available remedies which would warrant the inclusion of such a broad spectrum of persons to whom this process would apply.

c) Minimum building, county grant questioned

The bill provides that in order to be eligible for funding, a school must support a minimum grant of $25,000. While we appreciate the desire to concentrate students within meaningfully funded programs, the $25,000 minimum actually may force schools to select less desirable — and more costly — approaches in order to meet the minimum eligibility expense. The $25,000 minimum could certainly reduce flexibility in rural districts which would propose less extensive programs. Likewise, it could preclude such approaches as utilizing itinerants rather than full-time staff. Finally, to the extent that appropriations do not reach $850 million, the $25,000 factor may "over-concentrate" funds in too few schools. Our same concern attaches to requiring eligible counties to support a $25,000 minimum county grant.

d) Other aspects of the state program: monitoring/administration set-aside

The Administration's proposal envisions a state monitoring function that could affect the LEA's relationship with the prime sponsor and the activities of school site advisory councils. With as many as 3,000 school districts participating in this program, and several times that number of school sites involved, we sincerely doubt the capacity of the SEA meaningfully to monitor those activities. Further, we questions the precise action contemplated for the SEA once the monitoring activities are complete.

The bill includes state data collection, specified by the Secretary. This data collection would include information on absenteeism, dropout rates, and locally set achievement benchmarks, success in eliminating employment barriers on the basis of race, sex stereotypes, etc. We are concerned about the extensiveness of the data collection, especially when coupled with programs operated through the prime sponsor. We should hope the Administration can offer cost estimates for its proposed data collection. Further, in evaluating programs, reliance should not be placed on data which will discourage schools to involve those children who are least likely to succeed. Therefore, we believe that the precise nature of the federal data collection should be determined by Congress, and not simply delegated to the Administration.

NSBA supports the need for state technical assistance and general administrative funds to operate the program. We cannot comment whether a 1-1/2% set-aside is appropriate for that purpose. To some extent, the answer will vary according to the size of the base appropriations. It is for that reason that we believe the state administrative costs should be appropriated on a dollar amount in a separate line item.

e) Comparability, supplement-not supplant provisions questioned

The bill contains comparability and "supplement-not-supplant" provisions. Particularly at the high school level, accounting requirements and specific kinds of programs which accounting requirements can force, may be costly or dysfunctional. These problems will exist, for example, where school systems operate their own basic skill programs — with participation not tied to family income. Especially as more states require passage of basic competency examinations as a condition for graduation, we expect state and local basic skills programs to expand. Before we can support these provisions, therefore, we believe the Adminsitration should explain in detail how these accounting provisions would operate.

f) Participation of non-public schools

As indicated earlier in our statement, NSBA does not oppose the involvement of CBOs in this program through Department of Labor funding. However, we do oppose a federal policy which encourages a preeminent role for CBOs. Further, we do oppose utilizing the education side as a mechanism for funding CBOs.

The specific provisions contained within the bill are especially objectionable to the extent that they create a new precedent which may alter existing arrangements in all federal programs. Without belaboring the point, NSBA is absolutely opposed to providing direct grants to non-sectarian private schools under the education laws, and believes that such schools should be subject to all of the same accounting and evaluation requirements as the public schools.

g) Other questions: Service for 6th graders, selection of district advisory council, limited number of eligible schools, planning grants in late spring, and funding for central office operations

NSBA questions the limitation to begin assistance at grade 7, rather than at junior or middle high school. As you may be aware, many school systems do not place the sixth grade at the elementary school level, may only place some sixth graders within the elementary level. Under this proposal, some sixth graders might be unable to participate in a federally assisted basic skills program, even though they could receive such services in grades 1-5 and grades 7-12. We do not believe that the organization of grade levels in schools should inhibit the flexibility to provide services to needy sixth graders.

The Administration proposes that at least one-half of the funds should be targeted to grades 7, 8, and 9. NSBA certainly supports the notion of adequate services to the lower grade levels. However, we are concerned that a percentage requirement such as this may prevent a school system from operating a program balanced for its local needs. Similarly, we question the basis for requiring expenditures on out-of-school youths to be not less than 15% nor more than 30% of the LEA's vocational grant.

Again, if the bill's purpose is to encourage flexibility, we question why larger school districts cannot fund more than one-half of their schools that submit planning grants. It is our position that if a viable concentration of students exists in a school (or in a combination of schools) and the plan is effective, then the school district should not be prohibited from including that school site in the program.

The bill states that school site planning grants should be submitted to the LEA by late spring. Since most school systems develop their budgets during the winter or early spring, the school site planning process should be completed and approved prior to school board consideration of the school system budget.

With respect to local district advisory councils, we suggest that the requirement for the council to provide a written appraisal for each school's plan be evaluated in terms of the time which council members can commit and the cost for such a procedure. Further, we suggest that while the superintendent may wish to recommend potential council participants, the school board should be the ultimate authority for selecting advisory council membership.

With regard to LEA program accountability, school districts would not object to plans for assisting "low achieving, limited English-speaking, handicapped, or otherwise needy students." However, it would appear that this section expands the concept of the program beyond the original purpose of providing services for disadvantaged youths. Accordingly, this provision should be clarified.

Finally, given the active role which the school district's central office would have in terms of: 1) establishing objectives, 2) developing applications, 3) reviewing school site plans, 4) providing in-service training and curriculum development, and 5) developing reports for the state, we are concerned that no portion of the school site grants could be charged back to central office expenses.

CONCLUSION

Developing an effective program to meet the needs of disadvantaged youths is a compelling national concern. For many school systems, new approaches will be required in curriculum, in-school training, coordinating activities with other agencies and the business sector, and in evaluating programs. Local school systems, with the appropriate financial assistance and encouragement from the federal government, can make substantial progress to increase the educational and employability skills of the target populations.

We believe that education portion of the Youth Act takes a major step in the right direction. We recognize that our testimony has been critical of a number of specific program components. However, our comments were offered in the positive spirit of removing, or at least relieving, the unnecessary encumbrances and administrative burdens which various aspects of the proposal place on local school districts.

At this point, our closing plea is to encourage the Committee to move as expeditiously as possible so that we come a step closer to meeting those needs by the time school opens in September.

Exhibit A

REVISED RECOMMENDATIONS

EDUCATION TASK FORCE ON YOUTH POLICY

We believe that the most important need of youth seeking careers in successful employment is an education. Employers repeatedly emphasize the importance of a basic education to the success of young people they hire. Today the average adult may hold as many as five different jobs during a lifetime. A sound education is fundamental to his or her ability to adapt to new requirements and to learn new skills.

We also believe that the central component to any youth policy must be the guarantee of a fundamental education to all youth. Work experience, counseling and and placement services and other components of a new youth policy must be valued in terms of their ability to encourage youth to continue their education.

The purpose of work/education programs is to improve the long-term employability skills of youth. This effort focuses on providing youths with job seeking, job getting and job holding skills that are transferable across work settings.

We recognize that the public school system will have to take on new responsibilities and in many instances change its ways of delivering existing services if its efforts are to be successful. We acknowledge the need for new linkages between employers, labor unions, the schools, institutions of higher education, and private community groups in pursuing these goals. We also recognize that the clients of these programs require individualized attention. But, we assert that the existing federal, state and local structure which now delivers public education is the best system on which to build a new, more comprehensive policy. We recommend the items below as central to that belief:

1. A major new initiative for the junior high and high schools, modeled after Title I, that would be offered as an amendment to the Elementary and Secondary Education Act.

   Chief characteristics:

   - emphasis on basic skills -- the academic skills of reading, writing and computation that are key to developing transferable skills which will increase employability
   - provision for supportive services, for example, counseling and other supportive services
   - tied to the school-based provision of the youth section of CETA for the specific linkage functions listed in III below
   - linked to vocational education for those students who are in vocational education
   - limited to school-aged youth

- a local entitlement formula based on low income, or similar to ESEA Title I
- forward funding
- funds should be included during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program
- funds should be included for a program of evaluation and studies, as part of a more comprehensive study and assessment program
- funds should be concentrated within the local system in a manner deemed appropriate by local school officials to meet local needs.

II. Special Programs Using Exemplary Models. A new section would be added to the Vocational Education Act that would encourage school systems to develop new programs aimed at youth of a variety of ages. School programs would make an effort to reach youth who had dropped out of school, or who never graduated, and who need job skill training but are beyond school age. Programs funded would be targeted to areas of poverty and high unemployment.

Chief characteristics:

- formula similar to the CETA Title II formula emphasizing poverty and high unemployment
- funds would be available to the entire vocational education system including Local Education Agencies, community colleges, area vocational-technical centers and technical institutes
- funds are limited to public and private non-profit entities
- use of existing available facilities would be maximized before any funds are provided for building new facilities
- forward funding
- funds should be included for a program of evaluation and studies as part of a more comprehensive study and assessment program
- funds available determined by formula but available only for transitional vocational education services in the following areas:
  - (a) creation of counseling and placement services to be run by school systems

(b) school-run skills centers which would concentrate on employability skills agreed to by both employers and educators
(c) support for supervised programs of on-the-job training, for example, cooperation education
(d) support for job skills training, i.e., vocational education
(e) support for special summer programs (100% federally funded) concentrating on basic skills, job preparation and work experiences
(f) support for work experience programs combined with education which in no way compromise academic standards
(g) support for basic skills education

- funds should be included during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program.

III. Changes Affecting the School-Based Provision of the Youth Employment and Training Program Title of YEDPA. Local Education Agencies should continue to receive set-aside funds. There should be no changes to broaden recipients of these funds. These funds should support education-related activities that will provide incentives to the education community to work with other sectors. We recommend that the percentage of funds be increased and that activities funded emphasize linkages between the schools and other sectors, including labor, employers and community-based organizations. In distributing these funds prime sponsors should emphasize the need to coordinate this set-aside program with school-based programs funded under I.

Chief characteristics:

- the suggested legislation in points I and II above would be tied to funds from a redrafted, school-based youth section of the CETA law which would provide that set-aside training funds for school-aged youth be passed on to the LEA's by prime sponsors. These funds would be used for linkage activities like:

(a) stipends for work experience for youth involved in special programs provided for in sections I and II above. Such planning should concentrate on the comprehensive needs of the individual child
(b) counseling and placement services
(c) alternative school programs aimed at youth who have not succeeded or are not likely to succeed in regular school programs.
(d) program planning at the local level to be initiated by the LEA and to include all interested parties -- the LEA, principals, administrators, parents, school staff unions, other unions, employers, and community-based organizations
(e) pass-through money for other organizations chosen on the basis of standards determined by the LEA
(f) provision of information to the parties involved in planning on all related activities run by prime sponsors

- funds should be set-aside during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program.

- funds should be set-aside for a program of evaluation and studies, as part of a more comprehensive study and assessment program.

IV. Employability Grants for Continuing Education. A new section could be added to the Youth Employment and Demonstration Projects Act which would give special education grants to youth over the age of 18 who meet other qualifications for CETA programs in terms of income. This section could also provide work stipends, to youth who have dropped out of school, but only if they agree to return to school (as in the existing Youth Entitlement Program.)

Chief characteristics:

- funds in the form of work stipends would be provided to youth lacking a high school diploma, but only if they returned to an accredited school (or possibly an alternative school program such as those provided for in Part III, above.)

- grants to enable youth to obtain high school equivalencies (only available to those over the age of school graduation.)

- grants to enable youth to pursue educational qualifications tied to job promotion -- the career ladder concept. These grants should be for more than that provided for by the BEOG program since eligible youth are concentrated on the low end of the income scale and need additional funds

- available only to youth who qualify by income and age to take advantage of the CETA youth system

- forward funding

- funds should be set aside for a program of evaluation and studies, as part of a more comprehensive study and assessment program.

- use of existing available educational institutions should be maximized.

V. The lack of compatability between data and information generated by CETA prime sponsor education programs and LEA education programs has prevented a fair evaluation of programs. A new section should be added to encourage the generation of comprehensive and compatible data and other studies. Locally determined standards for comparable services should apply equitably to all programs in that local setting. The legislation should provide for increased data collection, evaluation, and studies. However, federal, state, and local study and evaluation responsibilities will serve different functions.

Chief characteristics:

- programs involving training and education that are run outside of school systems should require that standards for educational personnel and other standards for educational services be equivalent to those of the public schools in the prime sponsor area
- CETA youth programs should be accompanied by a data, evaluation, and accountability system at least as comprehensive as those required of participants in federal education programs
- local education agencies should have sign-off rights on all training programs for school-aged youth
- data and evaluation requirements should be extensive enough to describe comprehensive program impact on individual youth in terms of factors like job placement, job retention and employability skills
- all jobs for structurally unemployed youth should have an educational component which is designed to provide participants with basic education and employment skills which are transferable to other areas of employment
- from funds included for evaluation and studies, Congress should provide support for: a) federally supported research studies on basic skills, employability, and employment of youth; b) a mandated national comprehensive policy study on CETA and education youth programs, including a projection of future high-demand job markets; c) funds for local school districts to measure the performance and accountability of various LEA programs so as to improve these projects.

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December 10, 1979

Senator PELL. Mr. Phelon.

Dr. PHELON. Thank you, Senator Pell, members of the subcommittee. We appreciate the opportunity to appear before you and share our concerns with the problems of youth unemployment.

I have given a formal paper to your staff for the record but would like to take this opportunity to briefly voice the major concerns as I see them regarding the problems and programs to eliminate unemployment in the under 25 age group.

I come to you as a representative of the community college located in the area of southern New Jersey, classified by Time magazine as one of the 10 highest unemployment centers in the United States.

In my remarks today, I would like to focus on three issues.

One, the underutilization of community colleges in dealing with youth unemployment.

Two, the potential benefits I see from work education foundations.

And, three, the need for further coordination among educational institutions at all levels.

Community colleges represent a vast array of talent and resources which can be more effectively used in dealing with the problems of youth unemployment. Conveniently located near the local residential and industrial centers, the community colleges are available to render important services for the training of the Nation's youth. An overwhelming number of the Nation's community colleges have a majority of their program offerings leading directly to employment in specific fields. In our own case we offer 20 programs which prepare individials for direct job entry. Sixty-three percent of our total student enrollment is in the career area. This figure is identical to the national average for career enrollment in community colleges. In our relationship with our CETA prime sponsor, we have found that students are more interested in attending training programs at the community college than the adult schools or area vocational-technical centers. Since a high number of the CETA participants are high school dropouts or underachievers, they are reluctant to return to a high school for technical training for they associate their lack of prior success with those institutions. While this may be an unfair generalization on the part of the student, it is nevertheless a comment the students make to our prime sponsor. We believe that the community colleges can instill in the CETA participants a sense that they are adults, and the training they are receiving is closely associated with enhanced job and career opportunities. When CETA training is combined with college credit, the participants receive reinforcement for the view that the training is only the start of a career ladder which they themselves can control.

We also note that there has been a propensity for legislation to restrict vocationally oriented funds to elementary and secondary institutions. We believe that this is a serious oversight and would encourage increased participation by postsecondary institutions in vocational training, especially in view of the high number of high school dropouts, especially minorities. While over 500 community colleges recently reported to the American Association of Community and Junior Colleges that they were involved with their local

CETA prime sponsors in providing training programs, there are two points which have restricted the involvement of community colleges in CETA training; one is the definition of LEA which is interpreted as excluding community colleges in the 22-percent set-aside by title IV. Some have interpreted this definition as a total exclusion of community colleges in the entire act. We would only suggest that the Vocational Education Act has established a very clear definition of local education agency which includes postsecondary institutions, and we would urge that the CETA definition be changed to correspond to that used in the Vocational Education Act.

A second hindrance to the development of effective training programs is the 1-year nature of CETA funding. In certain circumstances, 1 year does not allow sufficient time for the development of sufficient data on which to begin a training concept, the planning for the program and actual implementations. For example, one of our most successful CETA training programs is in the area of engine lathe operation. Such programs of technical machine skills require longer periods of time for training, and if we include the time to survey employers and the time for gearing up to start the program, we would certainly be in excess of the 1-year funding limitation. Some continuity of funds from fiscal year to fiscal year is therefore needed, and I would encourage this committee to investigate possible solutions to this problem.

In the report of the Carnegie Council on Policy Studies entitled "Giving Youth a Better Chance," several recommendations are made which indicate the potential value of postsecondary education in dealing with youth employment issues. These include:

One: Concentrate most applied skill training at the postsecondary level and particularly in the community colleges—in 4-year comprehensive colleges where a community college is not in the locality.

Two: Create programs in community colleges—and selected comprehensive colleges—where young persons can be prepared for jobs and placed in jobs on a part-time basis while attending college.

Three: Have all colleges create offices of community services to help students find off-campus service opportunities as part of their work-study assignments or on a volunteer basis.

Four: Develop in every sizable community a work-education council as proposed by Wirtz and the National Manpower Institute, which will bring together school officials and representatives of employers, unions, and public agencies to coordinate programs for youth.

Since community colleges have been active in implementing these recommendations during the past years, I would only encourage increased opportunity for the community colleges to further implement through increased CETA involvement.

Specifically addressing the issue of cooperative education programs and their importance in helping students identify their careers, it should be noted that community colleges are extremely active in cooperative education, and in fiscal year 1979, 86 of approximately 300 grants awarded by the Office of Education's Cooperative Education were to community colleges. LaGuardia College in New York has distinguished itself by requiring all students in career programs to spend at least 1 semester in cooperative education, thereby gaining practical on-the-job skills. The value of having a student combine classroom training and actual onsite work responsibility cannot be overemphasized. It affords the student a unique opportunity to learn from those individuals in the job place as well as assist the student in deciding whether this field is for them or not. We would strongly recommend that CETA programs begin with a period of training which includes technical as well as basic skills training. Until the trainee has sufficient reading, writing, and computational skills, the amount of technical knowledge they will be able to absorb is extremely limited. At some point the technical training should then be linked with periods of work at actual jobsites. Just prior to the conclusion of the formal training program, the participants should receive training in interpersonal skills and job marketing skills since the ability to get along with one's coworkers has been shown to be as important, if not more so, than the person's technical knowledge in holding a job. In passing, we would like to commend the Senate and the House on its proposed notification of the Higher Education Act which will allow parallel as well as alternate modes of continuing education experiences. The parallel mode which enables a student to spend part of the day on campus and the remainder of the time at the worksite is much more conducive to students in postsecondary institutions below the 4-year level. We would encourage the continuation of CETA legislation which likewise places emphasis on on-the-job training which is directly linked to the skilled training they receive as a CETA participant.

We view the inclusion of subpart 3 of title I entitled, "The Postsecondary Education and Youth Unemployment Transition Demonstration Program" in the new Higher Education Act as a significant effort to bring about local responses to unemployed and underemployed youth. The concept of community education work foundations, based on Wirtz's previous publications, is a laudable attempt to bring together industry, labor, education, and community resources to develop local responses to what are ultimately local unemployment issues. At the recent meeting of the New Jersey Council of County Colleges, a resolution was passed unanimously endorsing this section of the Higher Education Act.

In Cumberland County, a work education council was formed in 1977 and has been very effective in developing specific training programs in those areas of manpower need identified by local industry. The close coordination between the members of industry on our council and the educational institutions has allowed us to begin programs which would have been impossible 10 years ago. One reason for this success has been that the membership of the council is composed of individuals with decisionmaking responsibility; therefore, it is easier to make plans and resolve conflicts when individuals on this level of management are actively involved. Our council has also prepared indepth studies of local manpower data, job availabilities, and training needs which make it easy for the educational institutions to plan new or revise existing training programs. This data is also made available to the students indirectly through the school career counselors and directly by means of a countywide job fair.

The council has also been particularly effective in working with representatives of economic development in helping retain industries who were considering relocating because of manpower problems and in assisting new companies in locating in our area by actively working with their representatives to identify their manpower needs and developing training programs to satisfy these needs. The council has also been effective in working with those groups which have traditionally been underrepresented in the job place. These groups include minorities, women, individuals with limited English speaking capabilities, and handicapped persons. Special assistance has been provided to these groups in identifying possible job openings and available training programs where they can improve their marketable skills. Efforts are underway to conduct seminars aimed at sensitizing employers and personnel officers to the unique needs and potentials of these groups.

Postsecondary institutions represent a significant investment, not only in terms of capital resources, but also in terms of human resources by having qualified personnel to conduct technical as well as general education programs. In the present times of restricted financial resources, every effort should be made to bring about close working cooperation between educational institutions, CETA prime sponsors, industry and organized labor to share their training facilities and the vast pool of manpower talent available to bring about effective technical training. During the recent years, it has been common to find the CETA prime sponsors establishing training programs which duplicate facilities and personnel available at local educational institutions, the resistance of some institutions to become involved with CETA training, and the need to conduct such training much faster than the normal semesters used in postsecondary institutions. These reasons, although they may be valid to some extent, are nevertheless minor when viewed in total cost of duplication.

Congress should assume oversight responsibility and take whatever steps necessary to assure close cooperation between educational agencies and CETA sponsors. My own institution has been actively involved over the past 12 years in developing joint programs and sharing resources with secondary and postsecondary institutions. I can assure you that it is not an easy task to accomplish, but fiscal realities being what they are, it is a task we all participate in for we can no longer count on an unlimited expense account to provide training. Close working cooperation between secondary institutions, vocational technical centers, postsecondary institutions at all levels, and CETA is an absolute requirement if we are to develop an effective mechanism for training the young of our Nation.

Thank you, Senator.

[The prepared statement of Mr. Phelon follows:]

TESTIMONY OF

DR. PHILIP S. PHELON, PRESIDENT

CUMBERLAND COUNTY COLLEGE
VINELAND, NEW JERSEY

before the

Subcommittee on Education, Arts and the Humanities

U. S. SENATE

June 18, 1980

Mr. Chairman and Distinguished Senators, I would like to thank you for this opportunity in extending to me the privilege of appearing before your Sub-Committee to express my views as a President of a community college deeply concerned with the problems associated with finding suitable employment and career opportunities for our youth. I come to you as the representative of an institution located in an area of Southern New Jersey classified by Time Magazine as one of the ten highest unemployment centers in the United States. The major industries in our area are glass manufacturing, clothing, and small farming operations. We have significant minority populations of blacks and hispanics. The latter population has experienced approximately a fivefold increase in its population during the past ten years. Although our current unemployment rate is in excess of 10%, we estimate that the unemployment rate in the under 25 year age group is at least three times the overall figure for the county. We have been extremely active in working with other constituencies in our region to develop effective programs to reduce the unemployment problems. In my remarks today, I would like to focus on three issues: (1) The under utilization of community colleges in dealing with youth unemployment; (2) The potential benefits I see from work education foundations; (3) The need for further coordination among educational institutions at all levels.

Community colleges represent a vast array of talent and resources which can be more effectively used in dealing with the problems of youth unemployment. Conveniently located near the local residential and industrial centers, the community colleges are available to render important services for the training of the nation's youth. An overwhelming number of the nation's two-year community colleges have a majority of their program offerings leading directly to employment in specific fields. In our own case we offer seven programs, intended for transfer to four-year institutions, and 20 programs which prepare individuals for direct job entry. Sixty-three percent of our total student enrollment is in the career area. This figure is identical to the national average for career enrollment in community colleges. In our relationship with our CETA Prime Sponsor, we have found that students are more interested in attending training programs at the community college than the adult schools or area vocational-technical centers. Since a high number of the CETA participants are high school dropouts or underachievers, they are reluctant to return to a high school for technical training for they associate their lack of prior success with those institutions. While this may be an unfair generalization on the part of the student, it is nevertheless a comment the students make to our Prime Sponsor. We believe that the community colleges can instill into the CETA participants a sense that they are adults, and the training they are receiving is closely associated with enhanced job and career opportunities. When CETA training is combined with college credit, the participants receive reinforcement for the view that the training is only the start of a career ladder which they themselves can control.

We also note that there has been a propensity for legislation to restrict vocationally oriented funds to elementary and secondary institutions. We believe that this is a serious oversight and would encourage increased participation by postsecondary institutions in vocational training, especially in view of the high number of high school dropouts, especially minorities. While over 500 community colleges recently reported to the American Association for Community and Junior Colleges that they were involved with their local CETA Prime Sponsors in providing training programs, there are two points which have restricted the involvement of community colleges in CETA training; one is the definition of LEA which is interpreted as excluding community colleges in the twenty-two percent setaside of Title IV. Some have interpreted this definition as a total exclusion of community colleges in the entire act. We would only suggest that the vocational education act has established a very clear definition of local education agency which includes postsecondary institutions, and we would urge that the CETA definition be changed to correspond to that used in the vocational education act. A second hindrance to development of effective training programs is the one year nature of CETA funding. In certain circumstances one year does not allow sufficient time for the development of sufficient data on which to begin a training concept, the planning for the program and actual implementation. For example: One of our most successful CETA training programs is in the area of engine lathe operation. Such programs of technical machine skills require longer periods of time for training, and if we include the time to survey employers and the time for gearing-up to start the program, we would certainly be in excess of the one year funding limitation. Some continuity of funds for fiscal year to fiscal year is therefore needed, and I would encourage this committee to investigate possible solutions to this problem.

In the report of the Carnegie Council on policy studies entitled "Giving Youth a Better Chance", several recommendations are made which indicate the potential value of postsecondary education in dealing with youth employment issues: These include:

1. Concentrate most applied skill training at the postsecondary level and particularly in the community colleges (in four-year comprehensive

colleges where a community college is not in the locality).

2. Create programs in community colleges (and selected comprehensive colleges) where young persons can be prepared for jobs and placed in jobs on a part-time basis while attending college.
3. Have all colleges create offices of community services to help students find off-campus service opportunities as part of their work-study assignments or on a volunteer basis.
4. Develop in every sizable community a work-education council as proposed by Wirtz and the National Manpower Institute, which will bring together school officials and representatives of employers, unions, and public agencies to coordinate programs for youth.[1]

Since community colleges have been active in implementing these recommendations during the past years, I would only encourage increased opportunity for the community colleges to further implement through increased CETA involvement. Specifically addressing the issue of Cooperative Education programs and their importance in helping students identify their careers, it should be noted that community colleges are extremely active in cooperative education, and in fiscal year 1979, 86 of approximately the 300 grants awarded by the Office of Education's Cooperative Education were to community colleges. Laguardia College in New York has distinguished itself by requiring all students in career programs to spend at least one semester in cooperative education, thereby gaining practical on-the-job skills. The value of having a student combine classroom training and actual on site work responsibility cannot be overemphasized. It affords the student a unique opportunity to learn from those individuals in the job place as well as assist the student in deciding whether this field is for them or not. We would strongly recommend that CETA programs begin with a period of training which includes technical as well as basic skills training. Until the trainee has sufficient reading, writing, and computational skills, the amount of technical knowledge they will be able to absorb is extremely limited. At some point the technical training should then be linked with periods of work at actual job sites. Just prior to the conclusion of the formal training program, the participants should receive training in interpersonal skills and job marketing skills since the ability to get along with one's coworkers has been shown to be as important, if not more so, than the person's technical knowledge in holding a job. In passing we would like to commend the Senate and the House on its proposed notification of the Higher Education Act which will allow parallel as well as alternate modes of continuing education experiences. The parallel mode which enables a student to spend part of the day on campus and the remainder of the time at the work site is much more conducive to students in postsecondary institutions below the four-year level. We would encourage the continuation of CETA legislative which likewise places emphasis on on-the-job training which is directly linked to the skilled training they receive as a CETA participant.

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[1] *Giving Youth A Better Change* *Carnegie Council as Policy Studies in Higher Education. Jossey-Bass. 1979. San Francisco, California*

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Postsecondary institutions represent a significant investment, not only in terms of capital resources, but also in terms of human resources by having qualified personnel to conduct technical as well as general education programs. In the present times of restricted financial resources, every effort should be made to bring about close working cooperation between educational institutions, CETA prime sponsors, industry, and organized labor to share their training facilities and the vast pool of manpower talent available to bring about effective technical training. During the recent years, it has been common to find the CETA Prime Sponsors establishing training programs which duplicate facilities and personnel available at local institutions. The most commonly cited reasons for this duplication are scheduling difficulties at the local educational institutions, the resistance of some institutions to become involved with CETA training, and the need to conduct such training much faster than the normal semesters used in postsecondary institutions. These reasons, although they may be valid to some extent, are nevertheless minor when viewed in total cost of duplication. Congress should assume oversight responsibility and take whatever steps necessary to assure close cooperation between educational agencies and CETA sponsors. My own institution has been actively involved over the past twelve years in developing joint programs and sharing resources with secondary and postsecondary institutions. I can assure you that it is not an easy task to accomplish, but fiscal realities being what they are, it is a task we all participate in for we can no longer count on an unlimited expense account to provide training. Close working cooperation between secondary institutions, vocational technical centers, postsecondary institutions at all levels, and CETA is an absolute requirement if we are to develop an effective mechanism for training the young of our nation.

Senator **Pell**. Thank you very much, Mr. Phelon.

Dr. Pierce.

Dr. **Pierce**. Mr. Chairman, thank you. I am William F. Pierce, executive director of the Council of Chief State School Officers, an independent organization composed solely of the superintendents and commissioners in the 50 States and 6 territories.

We appear today, Mr. Chairman, in support of any comprehensive effort to help combat what the council feels is one of the most pervasive social issues facing our Nation today, that of youth unemployment. The members of the council have for some time been concerned with this issue and, indeed, after careful study and analysis in November 1979 adopted a position of broad support for Federal efforts to combat youth unemployment through education programs by combining those programs with CETA and labor programs. That position paper contains four major principles which have served to guide us in our efforts with Congress and with other organizations in the Nation as we dealt with this issue.

First, funding: We agree that adequate funding must be provided if we are to solve this problem in an appropriate way. Therefore, we support the administration's request for additional funds. As a matter of fact, we do not feel that even the funds being requested for planning are sufficient as requested.

The second principle that guides us is that of accountability. Individual and program performance standards must be a part of any program if it is to be effective, we feel.

The third principle is that of linkage. We feel that schools, CETA prime sponsors, and the private sector have not been appropriately linked in other legislation. We feel that any new proposal must deal with the question of linkages.

Finally, we do not wish that this legislation be used to reform American public education. We therefore think the individual young person must be the focus of this effort. In order to achieve such focus, we think there should be developed an individualized employability plan for every young person in this target group.

With these four points as our base, Mr. Chairman, the key to the position of the council is that we wish to preserve and encourage diversity and effectiveness in the education and training system.

Consequently, we feel that any proposal developed to help solve the youth unemployment problem, should be developed in concert with State education policies and by making use of existing governance systems in education. We do not feel the existing proposal does that adequately.

We address in our statement, Mr. Chairman, specific concerns which pertain to S. 2385. I would like to focus on three of these very briefly.

In the matter of the local application process, we feel that rather than asking the Federal Government to prescribe what the programs are going to look like, logic dictates that the State both set program goals and judge applications. In our opinion, we can enhance both diversity and effectiveness of the youth employment programs if the State and local role is sufficiently broad and unfettered with unnecessary and arbitrary Federal mandates.

In the area of enforcement monitoring and technical assistance, we do not feel that States should be required to carry out these activities based upon indices of program success chosen by the Federal Government. The role of the Federal Government should be, we think, limited to setting broad guidelines which ensure targeting of funds and labor education linkages. The Federal Government should not dictate administrative structures.

Finally, we applaud the provision for an individualized record for each student in section 207 of this legislation. We feel, however, that this should be strengthened by requiring an employability development plan for each student. As a matter of fact, language specifying the requirement for an EDP is available in title I, section 414 of this bill. We urge the inclusion of identical language for programs funded by the Education Department. By including EDP's and dropping many of the prescriptive provisions of sections 207 and 208, we can simplify paperwork, assure the use of performance standards, provide a framework for accountability, and assure the best sort of CETA education linkages.

As I said at the outset, we feel these four guiding principles strengthen any proposal designed to address the problem of youth unemployment.

Thank you.

[The prepared statement of Dr. Pierce follows:]

President
ANNE CAMPBELL
Nebraska Commissioner
of Education

President-Elect
ROBERT D. BENTON
Iowa Superintendent
of Public Instruction

Vice President
A. CRAIG PHILLIPS
North Carolina Superintendent
of Public Instruction

Directors
JOSEPH M. CRONIN
Illinois Superintendent
of Education

CALVIN M. FRAZIER
Colorado Commissioner
of Education

WILSON C. RILES
California Superintendent
of Public Instruction

THOMAS C. SCHMIDT
Rhode Island Commissioner
of Education

RALPH D. TURLINGTON
Florida Commissioner
of Education

CAROLYN WARNER
Arizona Superintendent
of Public Instruction

Executive Director
WILLIAM F. PIERCE

Statement of

Dr. William F. Pierce

Executive Director

Council of Chief

State School Officers

before the

Subcommittee on Education, Arts, and Humanities

Committee on Labor and Human Resources

United States Senate

June 18, 1980

Regarding Youth Employment

COUNCIL OF CHIEF STATE SCHOOL OFFICERS
379 Hall of the States, 400 North Capitol Street, N.W., Washington, D.C. 20001 • 202/624-7702

Mr. Chairman and members of the subcommittee: I am William F. Pierce, Executive Director of the Council of Chief State School Officers (CCSSO). The Council is an independent organization of the commissioners and superintendents of education in the fifty states and six extra-territorial jurisdictions. The members of the Council are the chief administrative officers responsible for public education programs in each state. A large part of that responsibility includes providing leadership in the dealings of state and local educators with the federal government. We applaud the involvement and concern of this subcommittee as it joins those who are engaged in the attempt to find useful ways, including S. 2385 as appropriately amended, for the federal government to help youth who are most in need. Youth unemployment is one of the most severe social issues we face. We appear today as supporters of any constructive effort to help combat this singularly debilitating problem, which confronts too many of our young people, most often for reasons beyond their immediate control.

The members of the Council have long had an active interest in the youth unemployment problem in our country. As educators, our primary concern is in helping young people create for themselves productive, useful lives. After careful study and thought, the Council adopted, in November, 1979, a position of broad support for federal efforts to combat youth unemployment through education programs, which are preventive by their very nature. They help young people gain the skills necessary to progress beyond entry-level or dead-end jobs. Our position incorporates four major points:

1. Funding - The youth employment effort must be adequately supported, both for school based and CETA-supported programs; members of the Council believe that the need for adequate funds to be addressed to the educational needs of unemployed,

disadvantaged youth is so great that any mechanism which promises to provide adequate funds must be explored. However, we are very disturbed over the apparent wish of this Administration to push forward with a youth employment initiative while proposing to cut funds available for programs designed to serve a similar population.

2. Accountability - Individual and program performance standards must be part of any program if it is to be effective;

3. Linkages - Schools, CETA prime sponsors, and the private sector must work together. Schools must be full partners in the struggle to help young people become independent;

4. Individualized Planning - The individual young person must be the focus of our efforts. In order to assure such focus, we think that individualized employability development plans (EDPs) are a necessary part of both education and work experience aspects of the program. The National Governors Association specifically joins us in strongly supporting the use of education development plans.

Mr. Chairman, the Council has spent many months working with representatives of other organizations of state officials on this problem. While we may differ on some specific details of how to implement any new program, I believe you will appreciate the fact that we are not in disagreement about the goals of the proposed "Youth Act of 1980". We believe that this bill and the period of its consideration by the Congress should not be used by anyone to perpetuate the jurisdictional battles of other times and places. We are interested in working together -- and with you -- to help young people. We wish to see the intended clients of these programs receive benefits in the most efficient, rapid, and rational manner possible.

The key to the position of the Council, and of other state-based groups, is that we wish to preserve and encourage diversity and effectiveness. That means that programs under this proposal should be developed in concert with state education policies, and by making use of the existing governance systems of education. There is ample proof that educators support, within existing educational systems, all types of educational efforts, including alternative schools, flexible programming, extended days, and new curriculum materials. Alternative education programs of many sorts are necessary to attract disaffected, disadvantaged youth to the learning process. The shape of programs should be dictated by the needs of individuals. We think the necessary wide diversity of such programs can be accommodated within the public school governance structure. Educators have the experience, standards, desire, and ability to establish and run the necessary programs. We are especially concerned that any legislation in this area should in no way provide an incentive for the creation of a parallel education system on top of the existing system. Schools can do the job, if they have help: financial help, community help, and help in finding jobs for our youth. Educational decisions cannot be made in a vacuum, however. The CETA system, members of the community, and the private sector must all be linked to provide ancillary services: work experience, stipends, and support for the notion that learning is important.

The Council believes that the state is the logical level of government at which to ensure the linkage of educational and other efforts. The federal government is too remote from the "real world" of programs to take into account the needs for diverse arrangements that may exist in different states. At the same time, local education agencies must carry out their educational programs in accord with state policies, while states also provide "necessary" services such as occupational information, or labor market forecasting which are beyond the capacity of any one LEA to do. In my specific comments on S. 2385, I shall refer to ways in which the Council believes the state can enhance the potential for effectiveness of youth employment programs, while respecting and taking advantage of the diversity of local needs, talents, and resources.

Specific Comments on S. 2385

Our specific comments are limited to Title II of the bill, and concentrate on the state role outlined there. We also comment briefly on the local and federal roles envisioned in the bill. My comments are organized, as far as possible, in the order that issues appear in the bill.

1. Local Application Process:

The criteria by which local plans are judged by the state education agency (sec. 206) should primarily be set by the state. Rather than asking the federal government to prescribe what the programs are going to look like, the Council suggests that the logic of the program dictates that the state both set program goals and judge applications. I will return to this theme in my comments on the local role in general, but I would simply point out that we can enhance both the diversity and the effectiveness of youth employment programs if the state role is sufficiently broad. In addition, as I have already mentioned, the state is the most effective agent for helping to ensure effective linkages between the CETA and education systems, while allowing each system to contribute its best talents to the overall effort.

2. Planning Funds:

With respect to the planning funds provisions of the proposal (sec. 207 (a)), the Council feels that the great number of requirements made of states and LEAs in this program means that adequate funds for state and local leadership must be guaranteed, including planning funds. We believe the provision of only $50 million in planning funds during the initial year of the program is inadequate: at least $100 million should be provided for planning, while Title II implementation funds should be kept at least at the level of $900 million for the first program year. Even $100 million in planning funds would mean only $1.5 million for state-level planning, and only an average of $32,800 for each of the expected 3,000 formula-eligible local education agencies (LEAs).

3. Maintenance of Effort:

Sec. 210 (a) should be amended to allow for exceptional or unforseen circumstances which critically reduce state and local funds available for schools. It is counter-productive to punish state and local education agencies for the actions of local taxpayers or state legislatures who face fiscal problems. At the same time, members of the Council would not wish to see funds under this program used to supplant state or local funds. The problem of youth unemployment is so severe that it will take a combination of federal and state-local funds to address the severe needs which exist.

4. State Program for Special Populations:

The proportion of funds for special populations may need to be greater. If so, the expansion should come by increasing the total state grant beyond 12.5 percent. We should not deny those in rural areas or any other area missed by the formula full participation simply because they are lumped in with special needs groups. Similarly, we should provide full program access to members of special needs groups under state supervision: neglected and delinquent, handicapped, and migrant youth. The bypass provision (sec. 222 (b)), regarding migrant children appears to be worded in such a way as to allow the federal government to withhold funds for other special needs populations in addition to migrant funds. Moreover, employment and training funds under section 303 of CETA (migrant programs) are national in scope, and not directed at the state level. Thus, they are not readily accessible to SEAs.

5. Advisory Councils:

The state advisory council established under sec. 233 raises the entire issue of how best to ensure widespread involvement in these programs. We endorse the active involvement of educators, youth, community representatives, and business people at the local level for both LEAs and prime sponsors, and at the state level. In many cases at the local level or at the state level existing groups can and should be utilized, rather than establishing additional advisory groups. Indeed, such a provision should help assure coordination of prime sponsor and LEA activities. The attached chart, prepared by the National Governors Association, shows the plethora of advisory groups under which we now labor. We urge you not to further complicate this structure, but instead to simplify wherever possible. Both education and CETA-based programs must be well coordinated if our efforts are to be successful.

6. Vocational Funds:

For both formula allotments and the state supplemental program (sec. 241,242, and 243), the Council believes that funds should be targeted for vocational education purposes, broadly defined to include career exploration and counseling activities. Such targeting should be expressed in program terms. That is, every local program should be able to show how it is using 25% of its funds for vocational education purposes (sec. 241). Then, two sets of applications and two streams of funds from the state level would not be required. State vocational agencies would review the vocational education portion of each LEA's plans for program implementation, and provide technical assistance and monitoring. In short, vocational funds would not be separated until funds reached the LEA. In the same way, a specific proportion of state supplemental funds must be targeted, at the local level, to vocational education purposes. In keeping with our proposal to target vocational education at the local level, the Council believes that state vocational education agencies should join with SEAs in providing technical assistance and insuring a minimum of paperwork. There should be one LEA plan to be submitted to the SEA, covering vocational education and basic skills programs. Where vocational education districts are separate from LEAs, the sole state vocational education agency should insure coordination by requiring a negotiated agreement between the vocational education district and area LEAs.

7. Enforcement, monitoring, and technical assistance:

The Council believes the technical assistance, monitoring, and enforcement sections of the bill (sec. 252 and 253) to be somewhat misguided. As it stands, the proposal requires SEAs to monitor the performance of LEAs at each site (sec. 252) on indices of program success chosen by the federal government (sec. 206 and 207). The data burden and paperwork requirements of this aspect of the proposal alone are unrealistic. Recent experience with the explosion of federally mandated paperwork and efforts by this Committee and others to reduce paperwork, should alert the federal

Department of Education planners that the proposed paperwork requirements may keep many school systems out of this program. The funds are not sufficient to justify the multiplicity of applications, data requirements, and sign-offs proposed.

We believe states and their constituent LEAs should develop program design and implementation criteria. The role of the federal government should be limited to setting broad guidelines which insure targeting of funds and labor-education linkages. The Federal government should not dictate administrative structures. This includes many aspects of the manner in which local schools are selected to participate (sec. 208). Moreover, the proposal communicates a basic distrust of local education agencies. Under state guidance and in accordance with state policies, the Council believes LEAs in every state can bring themselves into compliance with the provisions of this (or any other) law by negotiation and persuation, backed up by enforcement procedures available under sec. 434 (b) of GEPA.

The key to a successful SEA-LEA partnership is early involvement by the state in setting criteria and goals for local planning and programs. If the state is required to be a policeman for rules it had no part in making and which may not recognize local differences, the result will not be good for the youth the program is intended to serve. Rather, the SEA and LEAs will engage in bickering over the minutiae of accounting procedures. The Council believes broad authority and responsibility for developing program design and implementation criteria should be accorded the states. You will hear representatives of some LEAs ask to deal directly with the federal Education Department in implementing this program. For Congress to allow and condone such a relationship would be a serious mistake -- states have the responsibility for establishing educational policy for all local education agencies, regardless of size. States must therefore be allowed to exercise that responsibility in a coordinated manner across all programs. Only in this way can we hope to ensure both accountability and effectiveness.

As SEAs develop coordination procedures, other state agencies concerned with employment and training should contribute resources to the effort. The existing CETA Title II sign-off of education linkage funds is an appropriate model to replicate here. Governors' youth set-aside funds under CETA Title II should be combined with SEA funds under this title, where possible, to provide joint funding for state level coordination in planning and programs. Coordination with other state programs is a desirable goal, but again we assert that the new law must not mandate a particular shape or direction for state programs, but should respect the diversity of states and their administrative structures. At the same time, states can accomplish what LEAs and schools cannot. For example, providing labor market analyses and information is an obvious state function which cannot and should not be left to the inadequate resources of local school sites. We suggest that effective CETA-education linkages can best be developed through states.

8. Local Role:

We leave most specific comments about the local role to representatives of local education agencies. In general, we think that the Administration proposal encroaches on the governance responsibilities of SEAs and LEAs. The proposal should set out the goals of the program but not specify such items as the make-up of advisory councils. The criteria by which schools are ranked for eligibility and by which programs are designed (sec. 207 and 208) should be set by the state and by local school boards in accordance with state policies. Alternatives to school site programs should be encouraged if it can be shown that they will concentrate funds on the target group of young people. While we believe the proposal is overprescriptive in specifying matters of local control, the Council reiterates the need to require cooperation among the LEA, prime sponsor, and private sector. Such linkages are vital to successful programs.

The Council particularly applauds the provision for an individualized record for each student (sec. 207 (e) (8)). We contend that if these funds are to be used successfully, the individual student must be the key. In fact, the degree to which a school's plan promises to use individualized needs assessment and planning should be one of the chief criteria by which the LEA dicides which schools to fund. As noted above, both the Council and the National Governors Association strongly endorse the use of individualized employability development plans to focus our efforts on the needs of individual youth. Therefore, we urge the inclusion of such plans (EDPs) in section 207 (e). Language specifying the requirements for a successful EDP is available in Title I, sec. 414 of this bill. We urge the inclusion of identical language covering programs funded by the Education Department. By including EDPs and dropping many of the prescriptive provisions of sections 207 and 208, we can simplify paperwork, assure the use of performance standards, provide a framework for accountability, and assure the best sort of CETA-education linkages.

Current Legislative Mandated Advisory Councils

LOCAL

	PRIME SPONSOR PLANNING COUNCIL	YOUTH COUNCIL	PIC's	LOCAL VOC ED ADVISORY COUNCIL	TITLE I (ESEA) DISTRICT ADVISORY COUNCIL	TITLE I ESEA SCHOOL ADVISORY COUNCIL	PROPOSED YOUTH EDUCATION & TRAINING DISTRICT EDUCATION WORK COUNCIL	PROPOSED YOUTH EDUCATION SCHOOL-SIT ADVISORY C
Business and Industry	X	X	X	X			•	•
Prime Sponsor Planning Council			X					
Labor	X	X	X	X	Elected by parents of children being served in program. Majority of members must be parents.	Elected by parents. Majority must be parents. Represents local school or project area.		1/3 members must be school site teachers
PIC's	X						•	
Public Assistance	X							
Employment Service	X	X		*Not specific as to jurisdictions that Council draw from.				
Local Government Services for Youth		X					•	
Local Vocational Education Agency	X							
Local Vocational Education Advisory Council		X						
LEA	X	X	X					
Post Secondary	X	X	X					
CBO's	X	X	X				•	•
Education and Training Organization		X						
Prime Sponsor		X						
Veterans Organization	X							
Handicapped Organization	X							

Local - Page 2

	PRIME SPONSOR PLANNING COUNCIL	YOUTH COUNCIL	PIC's	LOCAL VOC ED ADVISORY COUNCIL	TITLE I (ESEA) DISTRICT ADVISORY COUNCIL	TITLE I ESEA SCHOOL ADVISORY COUNCIL	PROPOSED YOUTH EDUCATION & TRAINING DISTRICT EDUCATION WORK COUNCIL	PROPOSED YOUTH EDUCATION & SCHOOL-SITE ADVISORY COM
Youth		X					●	
Parent's					X	X	●	●
Teachers							●	●
Others		X	X	X	X	X		●
Private Schools							●	

Do we really want to add to, and not delete councils--re the school site and super independent committees?

STATE

	SETC	STATE ADVISORY COUNCIL ON DISADVANTAGED CHILDREN ESEA TITLE V	VOC ED ADVISORY COUNCIL	YOUTH EDUCATION AND TRAINING - ADVISORY GROUP	BASIC SKILLS TITLE II ESEA
SETC			X		
Business/Industry	X		X		
Agriculture	X		X		
Labor	X		X		
Representative of Local Government	X				
General Public	X		X		
Public Assistance	X		X		
Employment Service	X				
Relevant State Agencies	X		X		
State Vocational Education Board	X				
State Vocational Education Advisory Council	X				
CBO Representative	X*				
Veteran Organization	X				
Handicapped Representative	X		X		
State Correctional Institution			X		
Representative of Private Schools		X	X		
Post Secondary		X	X		X
Local School Boards		X	X		
LEA Administrators					X
High Impact LEA's			X		

Requires appropriate representative of sex, racial and ethnic minorities and geographic regions of state.

* To be appointed jointly by SEA and * Governor. Also to include membership of SAC for Disadvantaged Children.

STATE - Page 2

	SETC	STATE ADVISORY COUNCIL ON DISADVANTAGED CHILDREN ESEA TITLE V	VOC ED ADVISORY COUNCIL	YOUTH EDUCATION AND TRAINING - ADVISORY GROUP	BASIC SKILLS TITLE II ESEA
Public Vocational Education Schools			X		
Vocational Guidance and Counseling			X		
Vocational Education Teachers			X		
Vocational Education Students			X		
Teachers/Basic					X
Parent's					X
Representative of Public and Private School Children					
Reading and Math Representatives					X
Women			X		

Senator **Pell.** Thank you, Dr. Pierce.

Dr. Plucker.

Dr. **Plucker.** As the final person out of 12, I do not know whether I am the anchor man or the caboose. But you have my written testimony.

We want to say we appreciate the opportunity to discuss title II especially, of S. 2385. While I speak for the American Association of School Administrators, I do say out of a background of some 37 years in public school work and 26 years as a city superintendent of schools, it has been my lot to help implement every major Federal educational thrust from Public Law 815 and 874 impact aid to LPWA, and all the rest of them. We fully agree with the objectives of S. 2385. Especially urgent is the problem of youth unemployment in urban areas with high concentrations of minorities and disadvantaged youth.

We recognize that you have a serious problem. Contrary to tradition, there may be a discouraging word from Kansas. The first question we are deeply concerned about is one you have raised from time to time, Mr. Chairman, that of financing. The entire matter of the actual dollars to be made available under the act remains unclear. It should be, I think, clear to all of us that unless and until it is clear that the act will be accompanied by major infusion of funds to ensure its effective implementation its enactment can be interpreted as little more than a cynical political act designed to raise hopes and expectations far beyond the ability to deliver.

Moreover, if the financing takes place in the form of reductions in already established programs providing for essential needs, it would leave us with no alternative but to oppose the additional imposition of new legislation. So let that be understood as a matter of position. We do favor the objective very clearly, but we are deeply concerned with the matter of how these programs are to be implemented.

We would move then to the questions of serious concern with respect to the operation of the legislation.

It is our position that there must be a realistic recognition of the basic organization and structure of school districts, and operation of individual schools within that district structure.

The operational constraints of the proposed act as contained in sections 207 and 208, we believe, are based on totally unrealistic assumptions about the organizational structure of local school districts, school district staffing patterns, and lines of authority and responsibility. These sections require that the initiative for formulation and development of a plan, the responsibility for making of an application and all other responsibility for implementation and operation rest with the principal and site committee of the individual school.

In spite of the lure of Federal funds to achieve a worthy special youth employment goal, few school boards and school districts are ready to break up a unified district, organized in accord with State laws and well established management principles, into a fragmented and headless collection of warring camps.

In our school district there are 12 secondary schools plus a vocational technical school and an Academy of Arts and Sciences.

While program differences exist from school to school based on various needs, the responsibility for major planning, staffing, finance, accounting, maintenance, and direction rests with the school district and its lawfully elected Board of Education. The principal is the resident manager of the individual school, but he is a part of a total management team with a hierarchy of decision-making levels. He is not free to take his troops and play his own war games in another part of the world.

A school district may, for reasons of convenience and efficiency, choose to conduct its educational program in different buildings serving various geographical attendance zones, but these do not become independent kingdoms fighting each other for limited funds. Moreover, in urban centers, the efforts to desegregate schools and to equalize opportunity result in a homogenization of secondary schools of the district so as to sharply reduce if not eliminate many of the presumed differences between them.

Thus, the competitive and individual school approach, as opposed to districtwide planning and operation, loses validity and should not be mandated. The individual district could well be a more appropriate judge of the most workable plan for its schools and the needs of its youth.

Second, as section 207(e) is written, it would require the warping of the entire program of the school and the concentration of its operating energies on the 3-year plan. Again, this section is perceived as a means to "buy out" a total school with the prospect of receiving an infusion of funds in an indefinite amount for an indefinite and tenuous future.

Third, section 207(e)(7) requires the direct involvement of the individual school with an unspecified prime sponsor to the exclusion of the operational structure of the school as a part of the LEA. There is, of course, a need for coordination, but the specification of the direct school/prime sponsor administrative linkage flies in the face of sound organizational structure. Subsection (8) further fractures the working relationship within a school district by requiring the individual school to be responsible to both the prime sponsor and the local private industry council.

Clearly, while there are always a few schools and districts so desperate for funds as to submit to almost any form of prostitution, if effective participation by responsible school districts and secondary schools is desired, section 207(e) must be revised.

A second major area of concern centers around the school site council required in section 207(f) and the requirement of final approval by the site council of any plan submitted—section 207(e).

The prime objective of the legislation is to increase employability and reduce youth unemployment. While a site council may indeed be helpful in providing advice, counsel, and creative ideas, there is no hard evidence to show that giving such a group approval authority without responsibility will be helpful. The establishment of authority in such a committee may well fulfill the social and political philosophy of a planner divorced from the operating reality of a school district, but such an approach will only destroy the sense of responsibility of the local school board without whose support the project is doomed.

The approval role of the site council places the principal in a no-win position between the regular administrative structure of the district, for example, board, superintendent, staff, which is responsible to the electorate and the extralegal site committee which is really responsible to no one. The effort to make the committee "representative" by specifying the categories for representation does nothing to assure competency. Indeed, it may well work to assure that plans prepared make compromises to placate narrow interests unrelated to youth employment and to dissipate the strength of the program. To give such a group final approval authority is an invitation to decision making based on special interests rather than the stated program goals.

A further concern relating to the mandatory establishment of a school site council with specific requirements as to at least 10 presumably different interest groups to be represented is the proliferation of such groups and the dissipation of energies required if they are to function. A special committee is required for ESEA, title I, the school generally has a parent-teacher association, special committees are required for handicapped, certain vocational programs already require special committees, et cetera, et cetera. It is suggested that a much more useful approach would be the requirement of a general community based involvement in a planning and advisory role and the possible serving of such a group in multiple and broad responsibilities.

A third major area of concern is section 213(a), the favored status given students enrolled in private and parochial schools over public school students enrolled in schools not included or approved under sections 207(c) and 208(a). While section 213(a) requires a set aside for special services to disadvantaged students in nonpublic secondary schools, disadvantaged students in public but unfunded schools are ignored.

Subsection 213(a)(2) places an impossible burden on the LEA for determination of discriminatory acts on the part of any nonpublic secondary school. If the same standards for determination of discrimination and proof of nondiscrimination are to be applied to nonpublic as are applied to public schools few, if any, will qualify. Clear standards or criteria must be set out if the public school is to make decisions in this arena.

Finally, please be assured that the public schools of America's urban centers have been deeply concerned about the employment problems of young people for many years. They welcome assistance and will be pleased to assist the efforts of others. However, they serve a complex and ever-growing responsibility for the total range of educational activities and needs of youth. They can continue to serve effectively only if properly supported and allowed a maximum freedom of movement to deal with changing needs.

We welcome this opportunity and urge your attention to the concerns expressed.

Let me again say we strongly support the goals of this legislation. We believe that it can contribute to the realization of those goals. We believe we can contribute to that realization. We also believe that the working details that were outlined have got to be revised or it cannot be accepted by the public schools of America.

Thank you.

[The prepared statement of Dr. Plucker follows:]

Office of Governmental Relations
AASA's Voice in Washington

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

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Testimony

On

S. 2385

Proposed Youth Act of 1980

Before

Education Subcommittee

Of

Senate Labor and Human

Resources Subcommittee

By

O.L. Plucker

Superintendent, Unified School District #500

Kansas City, Kansas

On behalf of

American Association of School Administrators

June 18, 1980

June 18, 1980

Mr. Chairman and Members of the Sub Committee:

The opportunity to present testimony concerning S. 2385 and Title II of that act is appreciated. The problems of youth unemployment are deeply felt by all of us, but particularly by those who are working with large numbers of young people in urban centers. The urgency of a major turn-around in the employment picture for minority and often disadvantaged young people has long been expressed by those of us who are closest to the scene. Others have done a thorough job of researching the statistical foundations of the problem and therefore, I do not propose to expand on the already obvious need for effective action.

My major purpose here today is to make a plea for legislation which can be effective in dealing with the problem at the local school and school district level; to make it possible for hard decisions to be made; and to assure an effective, efficient program rather than another project in the "care and feeding" of an army of "grant eaters," specialists, consultants, "word merchants," and assistant directors. We are concerned that if the schools are to be involved, the ability to make responsible decisions based on experience and knowledge of the school and its operation shall not be frustrated and immobilized by mandatory catering to political pressures and hidden agenda of self-serving persons and groups not responsible for performance.

Because of my background, I may be in a position to provide a practical insight which can be of assistance in developing legislation to achieve the objectives stated. In the 26 years I have served as a city superintendent of schools, it has been my lot to help implement every major federal educational thrust from P.L. 815 and 874 impact aid through NDEA, MDTA, OEO, ESEA, CETA, P.L. 94-142 Handicapped Children's Act, and LPWA. We are in full agreement with the objectives set forth in Sec. 101 of Title I and 201 (b) of Title II, the Youth Education and Training Act.

However, as written, those objectives will not be achieved for many reasons.

The first major area of concern centers around the failure of the proposed act to recognize the reality of the basic organization and structure of school districts. The operational constraints of the proposed act, as contained in Sec. 207 and 208, are based on totally unrealistic assumptions about the organizational structure of local school districts, school district staffing patterns, and lines of authority and responsibility. These sections require that the initiative for formulation and development of a plan, the responsibility for making of an application and all other responsibility for implementation and operation rest with the principal and site committee of the individual school. In spite of the lure of federal funds to achieve a worthy special youth employment goal, few school boards and school districts are ready to break up a unified district organized in accord with state laws and well established management principles into a fragmented and headless collection of warring camps.

In our school district, there are 12 secondary schools plus a vocational technical school and an Academy of Arts and Science. While program differences exist from school to school based on various needs, the responsibility for major planning, staffing, finance, accounting, maintenance and direction rests with the school district and its lawfully elected Board of Education. The principal is the resident manager of the individual school, but he is a part of a total management team with a hierarchy of decision-making levels.

He is not free to take his troops and play his own war games in another part of the world.

A school district may, for reasons of convenience and efficiency, choose to conduct its educational program in different buildings serving various geographical attendance zones, but these do not become independent kingdoms fighting each other for limited funds. Moreover, in urban centers, the efforts to desegregate schools and to equalize opportunity result in a homogenization of secondary schools of the district so as to sharply reduce if not eliminate many of the presumed differences between them. Thus, the competitive and individual school approach as opposed to district-wide planning and operation looses validity and should not be mandated. The individual district could well be a more appropriate judge of the most workable plan for its schools and the needs of its youth.

Second, as Sec. 200 (e) is written, it would require the warping of the entire program of the school and the concentration of its operating energies on the three-year plan. Again, this section is perceived as a means to "buy out" a total school with the prospect of receiving an infusion of funds in an indefinite amount for an indefinite and tenuous future.

Third, Sec. 200 (e) (7) requires the direct involvement of the individual school with an unspecified prime sponsor to the exclusion of the operational structure of the school as a part of the L.E.A. There is, of course, a need for coordination, but the specification of the direct school/prime sponsor administrative linkage flies in the face of sound organizational structure. Sub Sec. (8) further fractures the working relationship within a school district by requiring the individual school to be responsible to both the prime sponsor and the local private industry council.

Clearly, while there are always a few schools and districts so desperate for funds as to submit to almost any form of prostitution, if effective participation by responsible school districts and secondary schools is desired, 207 (e) must be revised.

A second major area of concern centers around the school site council required in Sec. 207 (f) and the requirement of final approval by the site council of any plan submitted (Sec. 207 (e)).

The prime objective of the legislation is to increase employability and reduce youth unemployment. While a site council may indeed be helpful in providing advice, counsel, and creative ideas, there is no hard evidence to show that giving such a group approval authority without responsibility will be helpful. The establishment of authority in such a committee may well fulfill the social and political philosophy of a planner divorced from the operating reality of a school district, but such an approach will only destroy the sense of responsibility of the local school board without whose support the project is doomed.

The approval role of the site council places the principal in a no-win position between the regular administrative structure of the district (e.g. Board, Superintendent, staff) which is responsible to the electorate and the extralegal site committee which is really responsible to no one. The effort to make the committee "representative" by specifying the categories for representation does nothing to assure competency. Indeed, it may well work to assure that plans prepared make compromises to placate narrow interests unrelated to youth employment and to dissipate the strength of the program. To give such a group final approval authority is an invitation to decision making based on special interests rather than the stated program goals.

A further concern relating to the mandatory establishment of a school site council with specific requirements as to at least ten presumably different interest groups to be represented is the proliferation of such groups and the dissipation of energies required if they are to function. A special committee is required for ESEA, Title I, the school generally has a parent-teacher association, special committees are required for handicapped, certain vocational programs already require special committees, etc., etc. It is suggested that a much more useful approach would be the requirement of a general community based involvement in a planning and advisory role and the possible serving of such a group in multiple and broad responsibilities.

A third major area of concern is Sec. 213 (a), the favored status given students enrolled in private and parochial schools over public school students enrolled in schools not included or approved under Sec. 207 (c) and 208 (a). While Sec. 213 (a) requires a set aside for special services to disadvantaged students in non-public secondary schools, disadvantaged students in public, but unfunded schools are ignored.

Sub Sec. 213 (a) (2) places an impossible burden on the L.E.A. for determination of discriminatory acts on the part of any non-public secondary school. If the same standards for determination of discrimination and proof of non-discrimination are to be applied to non-public as are applied to public schools few, if any, will qualify. Clear standards or criteria must be set out if the public school is to make decisions in this arena.

Finally, please be assured that the public schools of America's urban centers have been deeply concerned about the employment problems of young people for many years. They welcome assistance and will be pleased to assist the efforts of others. However, they serve a complex and ever-growing responsibility for the total range of educational activities and needs of youth. They can continue to serve effectively only if properly supported and allowed a maximum freedom of movement to deal with changing needs.

We welcome this opportunity and urge your attention to the concerns expressed.

Senator **Pell**. Thank you very much indeed, Doctor Plucker. I was very struck by your testimony. I thought yours was the most realistic of any I have heard in both days of these panels.

I can assure you I will do my own best, the committee will, to make sure this does not become a cruel political hoax.

I am just curious. Each of you represents various groups. As we have gone two steps backward in the cuts, and maybe one step ahead in this bill, we all agree on the objective, but have you protested as vigorously the cuts as you now support the bill?

Ms. **Tufts**. Yes, sir.

Dr. **Pierce**. Yes, sir. We are on record as being unalterably opposed to these cuts. We think the administration errs in suggesting new legislation, while at the same time cutting other programs that serve the same needs.

We are still optimistic that Congress will decide that the Federal budget can be balanced in other ways, than by cutting these programs.

Senator **Pell**. Mr. Phelon?

Mr. **Phelon**. Yes, sir.

Senator **Pell**. You are taking the same position?

Mr. **Phelon**. Yes, sir.

Senator **Pell**. I was going over some of the figures. It is kind of interesting that we are now proposing a total for this bill of about $2 billion eventually. For the education portion, there would be $50 million the first year, $850 million the second, and $1 billion for the third. But at the same time, the administration has proposed a reduction of $200 million in concentration grants for title I kids, which can be perfectly well applied for this purpose, a reduction of $141 million in vocational education, that gets us to $341 million, and also a reduction of $300 million in CETA, which as the very title indicates has the same objective, the Comprehensive Employment and Manpower Training Act.

So we are knocking out some $600 million to try to obtain similar objectives under a new program. In my own State of Rhode Island, we will get $2.7 million in the education part of the youth bill. But under the proposed cuts we would lose almost $5 million in education, plus $1 million in revenue sharing, which goes to education.

I am not trying to compare apples and oranges. There is a difficulty here. In Rhode Island we are going to lose, in title I, as is presently scheduled, about $1 million in vocational education, about $700,000; $1.7 million; and $1.5 million in CETA.

You can see this is not altogether a good situation. We have to make the best of it. If we go back two steps, then it is better to go ahead one step, rather than just to stay back two steps.

I see Doctor Plucker shaking his head. Before he shakes his head, I want to repeat my arithmetic. We lose in our State $1.5 million under CETA, $700,000 under vocational education, and $1 million under title I. That amounts to about the same we gain under the education part of this bill.

Why were you shaking your head, Doctor Plucker, when I said it is better to go one step ahead, even if we have gone two steps backward?

Dr. **Plucker**. I guess shaking my head is simply an emotional reaction. It does not seem to me to make a great deal of sense to become always concerned about saying, hey, let us do something new, rather than to make what we are doing work and work well. It has a high potential.

To see a gutting of, for instance, title I programs, and the CETA programs, et cetera, for an establishment of another army of grant eaters, to establish a new program is something that needs to be examined very carefully.

Again, the position has to be that we do support these objectives. These are terribly important to us. But to do it purely as an evidence of new thrust, is pure hogwash, and needs to be recognized as such.

Senator **Pell**. I am not disagreeing with you.

Do any of you have any other reactions along these lines?

Ms. **Tufts**. I think we would all echo what Doctor Plucker is saying. There is need for additional money, title I and vocational education have demonstrated success in all our public schools, and we are all very unhappy with the cuts that were made.

However, we do support the objective of this program. We are very concerned about whether this program at the moment is adequately funded to even fulfill objectives as they have been stated. We have great concern with that.

Senator **Pell**. I would add these cuts are basically proposed cuts, and with activity on your part and other people's parts at the grassroots level, maybe they will be partially restored.

Dr. **Pierce**. In our organization hope springs eternal. We have tried to separate the two issues.

One, the first issue is program need, the need to address the needs of and target on these young people. Previous efforts have not done as well as we think this can. Once we get the legislation passed, then we need clearly to address the issue of funding.

We have in our testimony addressed that concern. We share it with you. I do not know that I would share with Doctor Plucker the language he uses in terms of his feeling about it, but we do share the same concern. I really think they are separable issues, and it is not yet too late to overcome the concerns that we all feel about funding.

Senator **Pell**. And the net result is a net loss of money to obtain the same objective.

Dr. **Pierce**. We hope not. We would hope ultimately that would not be the case.

Senator **Pell**. Whatever happens, when we find the amount of money in the first year, obviously $50 million, that the net loss will be more than net gained. We hope in the end the program will succeed and take off, and as I said, I do not mean to be a spoilsport, and have assured the administration that I would support it, although I deeply regret the other actions they took in wiping out programs, or proposing cuts in programs that have the same objective.

Senator Williams.

Senator **Williams**. Thank you very much, Mr. Chairman.

I regret that I was not here through all of this morning's testimony. The panels are a remarkable group of people.

I will read everything in the record and I will have more than was said. Under the strict time limit, it is remarkable how far you have gone this morning. You are a very efficient chairman.

Senator **PELL**. Very cooperative witnesses.

Senator **WILLIAMS**. We will make you professional chairman for all the subcommittees.

I was delayed because of problems in housing legislation which I had to take care of.

Doctor Phelon, I certainly am happy to greet you from New Jersey. I know of your work in Cumberland County, and in the community college, and know you enjoy great respect. I wonder if you could, from your experience as a leader of a broadly based high level work education council in your county, give us a bit more detail than appears in your statement on the promise of these councils for developing local collaboration and training, and the necessary manpower to promote economic development?

Mr. **PHELON**. Thank you, Senator Williams. It is a pleasure to see you again.

Our council is composed of representatives of labor unions, educational institutions, secondary and postsecondary level, as well as city groups, industrial representatives, business representatives and community agencies interested in economic and employment development. I think with broad representation and an opportunity for cooperation with a real determination to cooperate in meeting needs of local communities, these work education councils can be very helpful in implementing the solution to problems.

We have four subcommittees, one on youth employment, which is headed by a labor leader, and has been extremely effective in not only advising the CETA youth employment program, but in identifying possible areas where youth might be employed.

We have a youth employment subcommittee gathering data on manpower needs in the county, and transmitting these to educational and other institutions, as well as CETA, which may develop training programs.

We also have a subcommittee which is disseminating information to the people in a 40-mile radius of our county on training programs and possibilities not only in educational institutions but in all types of training. It is an information center, where anybody can call in and find out any type of training which is going on within a 40-mile radius, including high schools, and so forth.

Those are some of the activities we have been involved in. I feel the work education council has been a cooperative effort. We have people working closer together who never talked together 4 years ago.

When we have a problem, those parties involved sit down and work out the problem before we go forward.

Let me give you one example, if I may, Senator.

Senator **WILLIAMS**. Please.

Mr. **PHELON**. In the early days there was animosity and suspicion between labor leaders and superintendents of schools regarding some of the summer youth employment programs, because the union officials mistook, or interpreted some of the programs as replacing building trades people that might be contracted. There is real depressed economy, as you know, for building trades in most areas of New Jersey.

We had a breakfast meeting at the college one morning. We started at 8, and closed the door, and there were county superintendents, and three municipal superintendents in attendance, and four labor union leaders. At 10:30, when we opened the door, they each understood where the other one was coming from. They had developed guidelines on the type of programs that were acceptable to the union, and the superintendents had agreed to abide by those guidelines. They all went out slapping each other's back, and happy.

Senator **WILLIAMS**. When was that?

Mr. **PHELON**. About 2½ years ago. So we have had no problem since, and the superintendents, and as I said, the president of Central Labor Council chairs that committee, and has developed a full harmonious working relationship, and has helped to implement a very positive youth employment program under CETA.

Senator **WILLIAMS**. You have answered in part a question I have as to the resistance you have encountered and the kinds of cooperation that you need from established institutions, local schools, employers, CETA prime sponsors. You have described one collaboration with the superintendents of schools, county and municipal and labor. How have employers and prime sponsors participated?

Mr. **PHELON**. Prime sponsors have been very helpful. We have in our committee a freeholder, as well as the prime sponsor director. We have integrated some of the subcommittees of our work education council, and have become advisory groups for CETA, for instance. I think we have a plethora of committees within our society.

If we can in any way eliminate duplication, unnecessary duplication of advisory committees, and so forth, it is very helpful to our community leaders. I think one of the reasons we have been successful is we have insisted that the members of our work education council be at the decisionmaking level. They be at least vice presidential level, industry for instance, or factory manager type of person, who can make a commitment to the program, and does not have to run back and check with somebody else and equivocate.

Our industrial support and cooperation has been excellent. I am not saying that we have the cooperation and support, or activity of all of industry, but those industries which have become involved have been very cooperative, and have spread the word, and assisted in specific programs, such as manpower training needs.

Senator **WILLIAMS**. Is glass manufacturing one of the major industries in your area?

Mr. **PHELON**. Yes, sir.

Senator **WILLIAMS**. One of the major companies is Wheaton Works?

Mr. **PHELON**. Yes, sir.

Senator **WILLIAMS**. Has the industry and company been involved in any way in the program?

Mr. **PHELON**. One of the top vice presidents of Wheaton Industries was one of the initial committee of invitation, and was with us the first 2 years of activity, Mr. Neal Slack, who you may know. He has since left, but there is also a representative of Wheaton

Industries on our council. So we do have people at high level in major industry, such as Wheaton Industry, which of course is the No. 1 private industry in our county.

Senator **WILLIAMS**. Have you been able to obtain the participation of a training component from a company or industry such as Wheaton to work in an employment training delivery system?

Mr. **PHELON**. Well, it was articulation which took place at a work education council meeting between the personnel manager of Wheaton and our CETA prime sponsor director that resulted in almost immediate on-the-job training under CETA. That is the type of thing that because as people became aware of activities, and there were people who were able to immediately implement, or cut through the paperwork implementation of this type of program was possible.

Senator **WILLIAMS**. In Cumberland County, Senator Pell, while there are three or four centers of population, the county is generally agricultural and rural. Dr. Phelon, are there many local advisory committees directed to education training programs in your county?

Mr. **PHELON**. Yes. We used to have one in our college for every program. We have cut it down to six, by program areas. There are also advisory councils for the secondary schools, and AVTS, so there are a number of advisory groups. I think what we find is that we are getting a sort of, maybe it is not a good example, interlocking directorate from the old monopolistic days, you tend to see the same people at different groups all the time, so why not make them groups that have areas of responsibility, whether they apply to secondary school, community college, or CETA prime sponsor programs.

That I think is the beauty of the work education council, because the members are people who serve on a number of these different committees, and they are able to bring back, or coordinate programs and opportunities to their various committee functions.

Senator **WILLIAMS**. It would seem that the work education council could provide an umbrella organization which is very helpful to the community. The council provides a broad array of resources.

Mr. **PHELON**. That is the way we view it. It does not always work, very honestly, but we try to make it work that way. Let me give you one further example. The freeholder member of the work education council and myself are on the county economic development board, and I am chairman of that board, so there is a tie in with economic development at the county level.

In turn, the three cities' directors of economic development serve on that board, so we tie the work education council, with the county economic development effort, and that of the three cities in our area, so that we see the work education council in just that perspective as an umbrella.

Senator **WILLIAMS**. I have taken quite a bit of time, Senator Pell, because I know that Doctor Phelon represents a great resource for us in developing an employment education effort. Cumberland County is typical of many areas within the country which do not follow the usual cycles of high and low employment. The county containing areas of chronically high unemployment. The unemployment rate remains consistently high and unresponsive to changes in the economy. Bridgeton, for example, has had 10 percent unemployment for 20 years.

Mr. **Phelon**. It does not matter whether it is good or bad times.

Senator **Williams**. It would seem to me, that your experience in Cumberland County is applicable to many areas in this country which do not respond to better times. It seems to me this is a classical example where concentrated effort to improve employment skills can produce a significant return.

Mr. **Phelon**. If I may give you one example of how this recently paid off for us in economic development, a major foreign industry in glass manufacturing was considering selection sites in the United States, and narrowed it down to two, and we were able, in Millville, to attract them for two reasons. One of those reasons was availability of customized training for local employees as they developed their new glass manufacturing plant. That is Duran Industry.

Senator **Williams**. I am so glad that is part of our record.

With that I will yield, Mr. Chairman. Having used all this time, I want to thank the other members of the panel, and I assure you I will read your statements.

Senator **Pell**. Incidentally, I have an amendment in with the Employment Subcommittee that goes along the same lines that there should be customized training for individuals. I agree with you, trying to attract industry, as I do sometimes, from abroad, that the question of training facilities is very, very significant indeed.

I think I have asked the questions I was going to ask, but there may be some more which I will submit in writing at a later date, either by me or that of my colleagues.

The record will stay open for 30 days.

[Information supplied by Dr. Plucker, Ms. Tufts, and Mr. Phelon and additional material supplied for the record follows:]

Questions for Education Associations Panel

1. How do you feel about proceeding with this program in the face of proposed cuts in existing, successful education programs? Isn't this a situation of "robbing Peter to pay Paul?"

2. There are those who contend that the education title of this legislation would simply be putting money into an educational system that has already failed the students it seeks to reach and assist. How would you respond to this charge?

3. There is a lot of talk about benchmarks or certain levels of achievement that this legislation is expected to produce. What are the dangers that we might be raising public expectations beyond what we can reasonably expect a program of this nature to achieve?

4. The provisions of Title I in the Elementary and Secondary Education Act do not preclude assistance to secondary school students. What would be your thoughts on using Title I, perhaps with some refinement, as the basis for targeting of assistance of the nature proposed in the Youth Initiative?

5. Should we provide a separate program approach for school dropouts?

6. What kind of mechanisms exist today or what kind do you believe could be developed to forge the required relationship between the education community and the private sector to insure that this program will succeed?

PUBLIC SCHOOLS
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LIBRARY BUILDING
KANSAS CITY, KANSAS 66101

June 30, 1980

ORVIN L. PLUCKER
SUPERINTENDENT

From: O. L. Plucker
Superintendent of Schools
Kansas City, Kansas OLP

To: The Honorable Senator Claiborne Pell
Chairman
Subcommittee on Education, Arts and Humanities

Re: Response to Questions Concerning S. 2385

1. The initiating of a new program as detailed in S. 2385 at the expense of currently effective educational programs is inefficient, uneconomical and very difficult to defend. I would strongly urge that Title I of the Elementary and Secondary Education Act be given priority for full funding and even expansion prior to implementation of S. 2385.

2. The problems of youth employment grow out of social, economic and political factors which are neither caused by nor amenable to significant change by action of schools. The massive concentration of populations with low levels of schooling, limited income, welfare dependency, family instability, anti-social behavior, special problems growing out of ethnic isolation, and a host of other ills have grown out of long standing policies relating to housing, welfare, urban renewal, school desegregation and other national thrusts. To contend that schools have failed students because they have not eliminated the problem is only classic "scapegoating." It may well be that federal urban policies over the past 40 years have produced such a massive concentration of social and economic ills as to be beyond cure. However, the problems were not caused by schools and education may not be the only element important to their resolution. Clearly, problems which have been forty years in development under the stimulation of massive national programs unrelated to education will not be resolved by short-term expedients which treat only symptoms of deep social and economic problems.

Education is, however, a major hope for large numbers of young people. It is infinitely more than simply another "job" program, but work (productive employment) must be made an integral part of the total educational program of the school. Given the opportunity, direction and support, schools can and will respond to the comprehensive need of young people including training for and placement in productive employment. In this regard, it is only fair to say that "the system" has successfully served hundreds of millions in the past and, given the resources and authority to do so, can well be expected to do so in the future. However, the massive problems of youth in the urban core of America will not be resolved by bureaucratic regulations and layers of committees.

3. "Bench marks" or measures of progress are appropriate for relatively short-term projects which are completed once a certain goal or objective has been achieved. However, education and the entry of youth into employment are processes that are unending and will continue into infinity. The "problem of youth employment" is not one which will be "solved." Instead, we must be concerned about developing long-term approaches which can be made a part of the total process of moving persons from their dependent status to a self-sufficient and economically productive life as adults.

   Fixed bench marks have two major flaws; first, there is a tendency to use them as sales tools and to set them as goals of an unrealistic level so as to sell the program. This leads to levels of expectation and disillusionment with the resultant criticism that the program is a failure and thus a new one must be set up. Second, the bench mark approach tends to be counterproductive in making inroads on self-renewing conditions or problems.

   Each year there is a new "crop" of young people arriving at a given age level. Even if next year we found that 100% of all persons over age 18 were either "on the job," enrolled in school or otherwise employed, a new group will be along the next year and the next and the next, etc. The emphasis on a bench mark is based on assumptions of goal completion which is not the case in education since the task is endless. I would suggest that a more useful approach would be a search for program elements that can be incorporated into the established education and training structure on a long-term basis.

4. Title I has been incorporated into most school systems as an effective tool for dealing with long-term continuing educational problems. Because of limited funds, the program is primarily serving elementary schools but it can be used at secondary levels as well. Also, under current regulations, it is largely limited to basic skill remedial education. I am convinced that by expansion of its program scope and funding, it could effectively be used to achieve the goals of S. 2385.

5. No. Making school leaving a criterion for entry into a special program puts a premium on dropping out. Any programs established should encourage and assist schools in developing ways to meet needs of students whose abilities, interests and needs can be better served by unconventional programs. Also, it should be possible to arrange easy reentry but establishment of a program clearly identified as being for dropouts results in a form of segregation with serious long-term social, psychological and economic consequences.

6. Various job oriented, work-study and cooperative job training programs currently in use in vocational education serve as adequate models. However, legislation and regulations should not require a specific model. Flexibility must be maintained to meet the needs of both the students and the industrial-business community. The CETA program has some positive elements in it, but is lacking in its educational component because it is not an integral and long-term part of the school. I believe that given the authority and funds to do so, schools could turn that program into a really productive 12-month training program.

NSBA
FEDERAL RELATIONS

Jean S. Tufts
President

Thomas A. Shannon
Executive Director
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July 7, 1980

The Honorable Claiborne Pell
Chairman, Subcommittee on Education,
Arts & the Humanities
325 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

We are delighted to respond to your letter of June 23, 1980, in which you raise a number of questions regarding the Youth Bill — S. 2385.

At the outset, we should state that NSBA still supports a major federal commitment to financially assist local school districts in meeting the education/employment needs of disadvantaged youth. However, NSBA is on record in opposition to the bill reported by the House Committee on Education and Labor (see enclosure). Simply stated, we do not believe that the federal government should a) create funding expectations which it cannot deliver, and b) condition funding to the surrender of local school board governance responsibilities to federally created school site councils.

Within the above framework, we offer the following responses to your questions:

- Current budget realities. Recent Congressional action both to limit budget growth in Function 500 and to rescind or level fund current programs has given us grave concern about moving forward with this legislation at this time. We believe that it is an inconsistent, if not a counterproductive, strategy to reduce compensatory services for the lower age ranges — and then to begin funding for a new program in the upper age ranges. Nevertheless, NSBA does support the creation of legislative authority, so that at least in future years the mechanisms will be in place to fund services for all age ranges.

  In this regard, we hasten to add that we do not believe that the formula contained in Title III of the House bill will realistically fund a program of national significance within the forseeable future. Indeed,

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serving American education through school board leadership

if the site size and scope provision* is coupled with the $300 million maximum level which we anticipate would be outlayed in FY 1982, many school districts (especially poor/low enrollment districts) could not afford to support a program and, therefore, would be required to forego their federal allocation. While I do not wish to belabor the House Committee bill, our point is that enough funding needs to be provided so that a nationally based maintenance program can be established. We are not seeking a minor program of demonstration projects for the big cities and competitive state level grants among smaller districts.

- Capability of the public schools. We are confident that public school personnel have the commitment and ability, if given the proper financial resources, to operate successful programs. Certainly, there is a need to identify the components of successful programs (e.g., in-servicing, student recruiting, linkage models), as well as to support appropriate class sizes and other high cost expenses. We cannot accept the charge of "failure" since the public schools have not had the means over a reasonable period of time to operate what should be effective employability programs.

  We can appreciate that there are those who would argue that many Title I children will find themselves as candidates for this program. Our response is that the problems underlying the unemployment of disadvantaged youth reach beyond the academic skills objectives of Title I — and within the academic skills may require substantial assistance beyond the first six grades. Certainly, we are not prepared to say that the public schools should "write-off" those students who have not achieved employability under compensatory education programs.

  Further, in terms of the effectiveness of public school programs vis-a-vis alternative approaches, we are not convinced that equivalent resources have been available to the public schools or that appropriate evaluation standards have been utilized. (For example, as a long term solution, we would not necessarily characterize the movement of a student into the CETA program as a "success.")

- Benchmarks. Certainly "benchmarking" can raise public expectations. NSBA believes that "benchmarking" should be available as a tool for developing student skills. However, that purpose will be lost if "benchmarking" becomes the standard for evaluating program success. Especially since the program involves students with complex and unique needs, we would urge that the legislative history clearly resist any temptation to equate the benchmark process with program success or failure.

- Utilizing ESEA Title I. With appropriate amendments and funding, [illegible] Title I could be extended into the secondary schools. Especially if the main objectives of such secondary school programs were the development of basic language and computational skills, an expansion of ESEA Title I might be the preferred approach. However, we believe that the program design and administrative processes required for an employability program is sufficiently distinguishable from ESEA Title I to warrant the enactment of a separate authority.

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* 25% of per pupil rate expenditure multiplied by the number of disadvantaged students in each school.

- Separate program approach for dropouts. Especially in view of Title IV of CETA, there should be a discreet authority which can enable local school districts to freely give first priority attention to in-school youth. At the same time, flexibility should exist in order that local school officials can exercise some discretion to serve dropouts — especially those who are of school age. Likewise, given variances in age, experiences, expectations, motivation, etc., programs for in-school youth might vary from programs for out-of-school youth.
- Relationship between public schools and the private sector. Success through involving the private sector, and the utilization of Private Industry Councils to bridge the public schools and the private sector, are well documented. While case study examples of such success should be broadly disseminated, the local nuances, which are frequently the driving force behind these successes, caused NSBA to refrain from recommending any particular mechanism for bringing the two together.

We hope the foregoing has been useful to you. We would be pleased to answer any further questions which you may have.

Very truly yours,

Jean Tufts

Jean Tufts
President

JT/jch

CUMBERLAND COUNTY COLLEGE
College Drive
Vineland, New Jersey 08360

Office of the President

July 8, 1980

Honorable Claiborne Pell
U. S. Senator
Chairman
Subcommittee on Education, Arts, and Humanities
Washington, D.C. 20510

Dear Senator Pell:

It is a pleasure to respond to your questions regarding deliberations on S. 2385. We hope you will find these of assistance.

If I may be of any further help to you, please feel free to contact me at any time.

With warm regards.

Cordially yours,

Philip S. Phelon

Philip S. Phelon, Ed.D.
President

PSP/fr
Enclosure

Cumberland County College - Dr. Philip S. Phelon, President

Response to Senator Pell's questions:

1. We view Senate Bill 2385 as a special focus bill aimed at dealing with identified problems in youth employment. We do not feel it would be particularly advantageous to solving the identified problem by taking the proposed amounts of money and using those monies to restore the broad-based cuts in education that the President's actions have indicated. To restore the cut will only allow existing programs to proceed with minimal, if any, attention being paid to helping students make the transition or prepare for the transition into the world of work. Therefore, we do not think this is the situation of robbing Peter to pay Paul, but rather, a directed emphasis program which is very much needed in today's world.

2. While it can be said that the educational system is failing large numbers of youth and young adults in preparing them for a meaningful place in society and in the world of work, it should be noted that some programs are in fact succeeding. The task, therefore, is one of identifying what is succeeding and successful, and build upon that success. At the same time, weed out those programs which have become ineffective. It certainly can demonstrate that some very good programs have been developed to assist the youth in gaining meaningful employment or obtaining marketable employment skills. These efforts should be encouraged and also should be more publicized so that they can be reproduced in other areas of the country. One of the failures we noticed with many of the CETA programs has been that there is a lack of communications about successful programs.

This may explain why, unfortunately, the media has only focused the attention on the unsuccessful CETA endeavors. Some kind of informational system should be implemented.

3. In line with the thinking in our response to question 2, it is absolutely necessary to establish benchmarks or achievement levels in order to adequately evaluate the progress, not only of programs, but of individuals within the program. It is when there are no adequate benchmarks that all programs are then subjected to charges of failing to produce. However, it should be noted that in dealing with hardcore unemployed youth, that optimistic levels of achievement should not be set too high because the trainees will require intense work to turn around a developing lifestyle which has been associated with failure. Therefore, we would urge that success rates of 50-75% should be considered as accomplishments and not as failures.

4. While we would prefer that the other members of the panel address this issue, we would encourage the inclusion of secondary school students in Title I. We should also keep in mind that there should be some attention given to school dropouts and those youth who have reached their majority age and are no longer in the school system, but who still have a great need for services before they can enter in a meaningful way the world of work.

5. Yes, we believe there should be a separate program approach for school drop-outs. In our testimony, we indicated that our experience has been that drop-outs and recent high school graduates express a

great reluctance to return to the secondary school system from which they graduated. They, fairly or unfairly, equate their present positions to their lack of success in the schools. They hold the schools in some way responsible for their present position. We believe that CETA and the community colleges can develop workable programs to deal with the high school drop-out. This is especially the case in the community colleges, since the students there are treated as adults and a different philosophy or approach is used with students. This gives the students an additional sense of responsibility. We would only encourage additional support for more endeavors which make it possible for CETA/community college programs.

STATEMENT ON YOUTH INITIATIVES
FILED WITH
THE SUBCOMMITTEE ON
EDUCATION, ARTS AND THE HUMANITIES
UNITED STATES SENATE

JUNE 18, 1980

Submitted by:

Kaiser Aluminum & Chemical Corporation in Conjunction with the University of California at Berkeley - School of Education & the Oakland Unified School District

Kaiser Aluminum and Chemical Corporation believes that youth unemployment is one of America's most severe problems. There is an entire generation of young people who cannot make the transition from school to work because of a lack of work experience and inadequate basic skills.

As a major company headquartered in Oakland, California, we along with other members of our community, are faced with the staggering problem of youth unemployment which plagues many of our urban areas today. That problem is reflected in unemployment rates among minority youth of 40 - 70% in parts of Oakland.

Kaiser Aluminum believes several factors are necessary to successfully lessen the severity of this problem. First, any employment effort should be a collaborative effort of the public and private sector. Secondly, we believe that the government must begin to allot resources to preventative types of programs, those that work with youth before the problems arise. Thirdly, we believe it is essential that our young people become self-reliant problem-solvers who can adjust to an ever-changing job market, one that will be service-oriented, white collar, and technical at least for the next ten years. We must teach self-reliance and adaptability by giving our young people a variety of real life work experiences and provide them the opportunity to think and solve problems. Fourth, the large corporation must begin to provide the economic resources to mount education-to-work programs in collaboration with public agencies and institutions while the small business person must begin to participate both as an employer and as a resource of career exploration.

To address the problem of youth unemployment in Oakland, Kaiser Aluminum & Chemical Corporation sponsored, in collaboration with U.C. Berkeley and the Oakland Public Schools, a public/private partnership through an education/employment program called Success on the Move. (A public/private partnership had earlier been established in 1978 with Oakland High School through Dr. Ruth Love's Adopt-a-School program.) The basic model was a six-week education/employment program for 120 high school students. The program had several key elements:

1. An emphasis on students taking responsibility for their own actions
2. The problem-solving method which connected both school and work
3. Writing, reading, listening, and speaking across an interdisciplinary curriculum
4. The pairing of U.C. Berkeley professors and graduate students with Oakland High School teachers.
5. Involvement of the parent, employer in the school setting
6. A heterogeneous grouping of students, economically, ethnically, and academically (low achievers to high achievers, low income to middle income, Black, Asian, Hispanic, and Caucasian)

Kaiser Aluminum paid for the entire program at a cost of $80,000 placing students with our own company, but also with 54 small business employers in the retail, trade, manufacturing, service and recreational areas.

Students attended classes in the morning four days per week at a junior college site and worked in a variety of jobs in the afternoons five days per week. An employment consultant was hired by Kaiser Aluminum & Chemical Corporation to develop these jobs. The primary emphasis in the work program was the development of good work attitudes and an exposure to a variety of career information. The secondary emphasis was the development of specific job skills. Applicants were interviewed by a team of staff members from Kaiser Aluminum, U.C. Berkeley, and Oakland High School. Students in the Success on the Move program were selected according to a set of criteria which reflected the population of Oakland High School, Kaiser Aluminum's adopted school.

Oakland High School is comprised of 2,000 students, with 48% Black, 27.8% Asian, about 9% Hispanic, and the remainder Caucasian. It has a majority of low-income students, but also some with middle incomes and it has its share of students with remedial basic skill needs. Success on the Move attempted its first incorporation in the regular school curriculum this spring at Oakland High. A second summer session is again planned for 120 Oakland High youth, ages 15 - 18. Teachers will be involved in planning and refining lessons which emphasize language, problem solving and work experience/information across the academic disciplines. The entire purpose of the summer program is to carefully plan for a full-year curriculum to begin in the fall 1980 at Oakland High School.

Kaiser Aluminum believes the role of large corporations would be to: first, act as a catalyst in linking large and small-scale businesses together in a jobs program; (A key element in this program's success was the ability to place students with 54 small businesses. Although we paid the salary for the first summer session 1979, 30 out of 54 employers hired their students back at their own costs. One aim of the program is to enlarge the job base for our students and we can't accomplish that without small business participation. Large corporations can provide some of the initial monetary incentives to engage a small business in such a program. Once participating, the small business person, at least in our experience, usually picks up his own costs the second time around); secondly, to provide the funding for the employment section of the program or both the employment and education section; thirdly, to act as a liaison to other corporations to encourage them to fund similar programs in their respective cities.

We would like to further comment on the need to link the large corporation and the small business firm. If such a program is to be successful, then small business must be involved. They comprise anywhere from 60 - 70% of the jobs in this country. Small business continues to have more turnaround in entry-level jobs. Therefore, it is imperative that they become participants in any education/employment program.

As members of a successful collaboration, we recommend several methods of assisting and encouraging small business participation in education/work programs such as Success on the Move. Some of these recommendations are either in CETA regulations already, but are not being effectively used, or should be incorporated. They include:

1. Tax incentives for those employers hiring high school youth on a part-time basis or during the summer -- say for six weeks.

2. Provide tax incentives, like Jacob Javits' S. 2219 which allows exemption from social security taxes for the first six months of work for both the employer and the youth.
3. Allow the pairing of private/public sector funds for small businesses who cannot afford a youth's employment costs above the minimum wage (for example, social security, workmen's compensation, etc.), or who have to pay union scale to hire young people.
4. Provide technical assistance to small businesses to aid them in complying with the requirements of the CETA program. For example, filling out forms, accounting, and compliance work before a youth's arrival, during the term of employment, and the evaluative activities after they've left.
5. Streamline the paper,compliance,and reporting processes.
6. Continue the 22% of CETA that has been earmarked for high school work/study, incorporating placement centers, career education, performance, and work attitudes as part of a student's record.
7. Provide for a pool of funds or matching funds to a group of small businesses who wish to "adopt" or work with a particular high school for career education/employment training who could not do so without assistance. An intermediary organization such as the Private Industry Council could act as the fiscal agent for both small business and public funds.

8. Utilize part of federal funds to provide a clearinghouse of information on training activities and career information and make this available in a form that makes it relevant to youths' particular city or region.
9. Utilize this same money to disseminate information to small and large businesses on what youth programs exist, what they can and cannot do, what they've accomplished, their successes and failures (and why they failed).
10. The private sector now tends to have a negative image of CETA eligible youth, that a CETA employee is ill-prepared and has poor work attitudes. Students should be encouraged, and helped when necessary, to reflect a positive attitude, be given the opportunity to develop an understanding of what job requirements are. Employees, on the other hand, need to see these CETA eligible youth in circumstances where they are successful, to recognize their talents and skills.
11. Allow the private sector to provide training and pre-training orientation to work utilizing CETA money.

Our efforts with the employers in both the summer and spring sessions have supported some initial guesses as to what would make for an effective partnership between private-sector, schools, and universities.

1. A private-sector employer, especially a small firm, will respond more favorably to another member of the private sector than to a CETA

private sponsor or a governmental agency. Therefore, job development, even if a joint public/private effort, should be initially spearheaded by the private sector.

2. Employers are not as concerned about a youth's skills as about his willingness to work, what might best be termed as attitudes, a willingness to take on and complete a complex task.
3. Jobs and experience at work can turn students on to learning.
4. Many more small businesses could participate if they had some financial assistance.
5. The university can and will, with the necessary resources, act in ways that are critical to the success of a program like Success on the Move. The university has acquired, and can help teachers apply, considerable expertise in the teaching and learning of oral and written language, computational and problem solving skills. Their research instincts and skills, when brought to bear on an active program like Success on the Move, can help all members of the collaboration reflect on and improve the various elements of the program. The faculty and graduate students bring considerable energy, talent, experience, and expertise to focus on resolving the important problems that occur as an innovative program like this proceeds.

Based upon our experience with this program, we would recommend that any work and study program have the following elements:

In education:

1. An emphasis on language arts in all subjects. Low-income students are often shortchanged on what is called "basic skills".
2. An emphasis on acquiring problem solving techniques.
3. Heterogeneous groupings of students. It is important that any such program include a cross section of students: academically, ethnically, and in terms of family income.
4. The curriculum should draw on all the high school departments; it should be interdisciplinary.
5. It is important that each educational component include relating that discipline to jobs and work skills.
6. The public school system,with proper resources, can give practical insight into the urban school setting to university faculty who are the educators of future elementary and secondary school teachers.

In employment:

1. An emphasis on developing positive work skills (promptness, the ability to take initiative) within the school curriculum.
2. An involvement of the employers and the parents in the school in ways that are useful and that engage their skills -- curriculum development, as observers, as tutors, for information on careers, as role models, so that educators can better prepare students for the world of work.

3. Provide a pairing of private and public funds to allow the participation of small businesses and the heterogeneous groupings of students. (For example, the approach might be to have CETA funds pay for the low-income students while using private funds to pick up the cost for middle income students, but making sure that the regulations permit all groups of students to participate in the same program.) We found that the presence of all kinds of students in the program acts as a catalyst for both the low achiever and high achiever; it helps both to improve their ability to learn. In addition, they learn to comprehend other attitudes and cultures which is necessary for success in the work world. If students are isolated in their education and work experiences, we are setting them up for failure.

In research:

1. We need to learn (and then apply) a great deal if we are to improve the teaching of basic skills, problem solving, and job related skills at the high school level to students who come into the high school with low oral, written, mathematical and problem solving skills.
2. We know far too little about how to relate "work skills" to academic skills, or how to relate what now passes for English, Social Studies, Science, and Mathematics at the high school level to job skills.

3. A program, like Success on the Move, that brings faculty, graduate students, and high school teachers together as peers is the best possible context in which to identify and work on ways to resolve the very difficult problems of creating a work and study program that truly serves the needs of low income, largely minority students, who live in the inner cities.

If we are to solve the youth unemployment problem, then the philosophy behind all its programs should be on helping youth learn to take responsibility for their own actions. No matter how many dollars and training programs we establish, if we only train students in the mechanics of one job field and not in the process of How to continue functioning in an ever-changing economy, then we have only created a cripple who, with another economic downturn, will need another government-sponsored training crutch. Our job -- because the problem belongs to all of us -- is to help youth help themselves. Together, in partnership, the public and private sector can make a difference.

In conclusion, why do we need federal assistance for a program like Success on the Move, and what role might the government play in a program that originates in the private sector?

1. As we've described earlier, something more needs to be done by someone if the small and medium sized companies are to participate. At the moment, they do not always have the excess resources it takes to conduct and manage a Success on the Move. Worse, they now perceive that federal or governmental programs can be difficult and expensive --

they have little incentive, in fact often have negative incentive to participate in programs like this. They need help to meet the costs of a program like this, which translates into a need to provide subsidies or tax credits for program costs. Any federal or government participation requires maximizing incentives and minimizing the costs and time required to conform or to comply with regulations or legislation.

2. The public schools will require funds on at least an interim basis if they are to participate as equal partners in any program like Success on the Move. Shrinking enrollments and shrinking financial resources make it very difficult for them to plan for and reallocate funds to support a new and untested program like Success on the Move. If Success on the Move is to successfully compete with other school programs for people and money, then funding is required for planning, demonstration and transition.
3. Schools of education at universities will require ongoing funding if they are to participate. If faculty and graduate students are to spend time in planning, conducting, and improving via research a program like Success on the Move, then they will have to be paid for their non-instructional time.

The federal government has at least three ways that it might participate: The first way would be to provide direct funding to the universities and schools that conduct Success on the Move type programs.

This funding would cover the initial costs of designing and developing the program, conducting successful demonstrations of the program, and making the transition to the point of building the program into the regular school curriculum.

This notion of "development, demonstration, and transition" funding is realistic on the basis of what little we've learned over the last decade as to what it takes to introduce effective reform into high schools. It is reasonable to assume, for example, that schools pay the normal costs of instruction on the basis of local or state contributions to student costs. It is unreasonable to assume that public high schools, in this era of shrinking enrollment and shrinking resources, will have either the resources or the incentives to take on a program of this type on their own.

What we are suggesting, in other words, is a pairing or matching of public and private funds. The public high schools should be able, after a period of development and demonstration, to support a majority of their costs of a Success on the Move program out of the regular school instructional budgets. However, if this transition is to occur, it takes a large amount of participative planning concurrent with the operation of a successful program. It will mean, for example, involving teachers and site administrators, central office personnel, superintendents and school boards in the process of planning and determining program results. The participation of each of these groups is essential if the program is to realistically become a part of the school system plans and budgets. If these groups have an honest role in defining the program, laying plans for its as well as DOL. Again, this requires interim resources to lay the plans, design fundable research projects, and relate such designs to the overall Success on the Move program as part of the ongoing planning process of the collaboration.

A second way that the government might assist Success on the Move like programs is via direct tax writeoffs or subsidies to large corporations who would then provide full funding (the job costs, the public high school and university costs) for the program and, as mentioned earlier, to small business as employers of these students.

A third way would be to provide funding to non-profit intermediaries along the lines of the National Alliance of Business, Youthwork, Inc., or Oakland's Marcus Foster Educational Institute. These intermediaries could then act to attract corporate and foundation funds for Success on the Move like programs and take on the job of counseling and managing the collaboration, assisting small corporations with subsidies, and in complying with local state and federal laws and regulations.

Our own experience at conducting a collaborative program of this type is preliminary and tentative. As we begin to conduct a second summer program and continue to plan for Success on the Move as part of the regular school year, and as you continue to plan for a useful federal initiative, we'd like to make this just the first in a series of presentations to your committee and staff on our growing knowledge of what is required to make Success on the Move effective.

Kaiser Aluminum and Chemical Corporation believes that we can greatly impact the unemployment problem while simultaneously making a contribution to the reform of secondary education along the lines suggested by the recent Carnegie Institute Study, but only if we unite the resources of the public and private sectors.

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REV. LEON H. SULLIVAN
Founder & Chairman

ELTON JOLLY
National Executive Director

DR. MAURICE A. DAWKINS
Director

July 9, 1980

Senator Claiborne Pell
Chairman
Subcommittee on Education
Labor and Human Resources Committee
Dirsken Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

This comes as a request for inclusion of testimony in the record for the Hearings with reference to Senate Bill 2358 The Youth Act of 1980.

Reverend Leon Sullivan, Chairman of the Board of OIC of America has submitted his personal testimony and has asked that the testimonies supplementing his own be included as an appendix. The documents to be appendix include:(1) testimony from the Executive Director, Detroit, Michigan Career Intern Program, Andrea H. Blanding; (2) Dr. Arthur Jefferson, General Superintendent of Detroit Public Schools; (3) Ms. Sullivan Robinson, Executive Director of the OIC of Greater New York; and (4) Mr. Benjamin Lattimore, Director of Youth Work, Inc. Mr. Lattimore served as the first Director of the first Career Intern Project during the demonstration period under the National Institute of Education.

Reference to Mr. Elton Jolly, National Executive Director is covered by the personal appearance of Mr. Jolly as a part of the panel on Youth Advocacy Coalition. During his remarks as Chairman of that Organization he was asked by Senator Schweiker about the C.I.P. model. His reply to that question is the point of reference that Reverend Sullivan refers to.

Thank you for your cooperation.

Sincerely,

Maurice Dawkins

Maurice A. Dawkins
Director

MAD:mb
Enclosures

Mr. Chairman and Members of the Senate Employment, Poverty and Migratory Labor Subcommittee my name is Benjamin Lattimore. I am submitting my testimony as a supplement to that made by the Reverend Leon Sullivan, Founder and Chairman of OIC/America and Mr. Elton Jolly, National Executive Director of OIC regarding the Career Intern Projects Act of Senator Richard Schweiker - S 2286. Before becoming Director of Youthwork Incorporated I served as the Director for the Development of the Career Intern Program in the Philadelphia prototype in the State of Pennsylvania and the designing, development, monitoring and evaluation of the replication of the prototype in the cities of Seattle, Washington; Poughkeepsie, and New York City, New York; and Detroit, Michigan.

Dr. Sullivan has outlined the urgent need for the Career Intern Program to be replicated across the nation to combat the increasingly dangerous school drop-out problem and to assure maximum effective coordination between the public school system, Community Based Organization such as OIC/CIP and employers in the private sector. My testimony is designed to supplement that already given by describing exactly what the Career Intern Program is, how it works and my view of its value. I am convinced that it should be one of the weapons in the arsenal of the nation to win the battle against youth unemployment.

Benefits Associated With The Career Intern Program

The Career Intern Program, an alternative high school stressing the integration of career education and traditional academic subjects has operated in the Germantown section of Philadelphia, Pennsylvania, since 1972. The CIP has been the subject of intensive and rigorous evaluations which have established, beyond a shadow of a doubt, the benefits for students associated with participation in the program. The purpose of this testimony is twofold: First, it seeks to explain how the CIP, as an alternative school structure, coexists with the traditional Philadelphia school system in the hopes that the alternative school model employed in developing CIP might serve as a model for the development of additional alternative educational institutions designed to serve school-alienated youth. Second, I will explain in summary fashion, the benefits derived by participating in the program.

The CIP is an alternative school, and responsible for its own recruitment, courses, curriculum, and physical plant. However, it retains close ties to both the Regional School District in which it is located and the Central Office of the School District of Philadelphia. Though the school system did not assist OIC of America in the design of the program, its cooperation and collaboration was solicited actively prior to the submission of a proposal to the National Institute of Education. Prior to program implementation, relationships between the program staff and School District personnel were defined. For example, the School District of Philadelphia is an active recruiter for the CIP, and in this regard makes available to program staff all pertinent school records of prospective participants. Second, the "sending schools" within Philadelphia, from which CIP participants come, remain the degree granting institutions, though they accept all of the credits earned by a student within the CIP. Thus, the program is responsible for designing and evaluating individual students' educational experiences. The School District in turn awards credits for participation in these experiences, so long as they are certified by CIP personnel and will, upon the recommendation of the program, award a high school diploma.

The relationship between the CIP and the School District of Philadelphia has meant that the latter has been perceived by OIC as an active partner in the operation of the program since its inception. Conversely, since the School District retains the right to grant diplomas, and since only certified teaching professionals are employed as teachers within the program, the School District does not feel threatened by the program. Finally, given the population of dropouts and potential dropouts served by the CIP, the School District acknowledges that it would have been unable to serve such students. Thus, CIP provides a valuable service to the School District.

As an indigenous community based organization whose presence in the community is well-known, OIC has been able to attract and retain students who most likely would have dropped out of the traditional school system. Yet, because the CIP functions with the approbation of the School District, it is perceived as a legitimate educational institution by members of the community.

The fact that the program has been in operation for seven years suggests that community based organizations can in fact operate alternative schools within the structure of the traditional school system. Such a model largely circumvents problems associated with teacher certification and degree granting authority, and maximizes the benefits to be derived from each of the two institutions.

The benefits associated with participation in the CIP have been noted in several evaluation reports. It is particularly noteworthy that such results have been replicated several times. Evaluations have indicated that students attending the CIP over a twelve month period demonstrate the following:

* Significant growth in self-esteem as learners - When students first enter the CIP, given their history of school-related failure, they do not as a rule perceive themselves as effective students. After one year's participation in the CIP, however, they begin to feel better about themselves in this regard.

- Significant increases in career decision making skills - Simply put, students become better able to assimilate self-knowledge, and facts about a spectrum of careers and can integrate such information into viable career decisions.

- Significant increases in abilities to use career resources - After participating in the CIP, students make more use of a greater array of career-related resources than they did prior to entry into the program.

- Significant growth in knowledge about careers - Students know significantly more about a greater array of careers when they leave the program than they did when they entered it.

- Significant increases in reading and mathematics achievement -Typically, participation in the program is associated with significant growth in the basic skills areas.

While the CIP is not a panacea for all of the problems associated with the education and training of hard-to-reach young people, it has demonstrably improved the life chances of the young people, primarily dropouts or potential dropouts, who have been associated with it.

Career Intern Program (CIP) New York City

I am Sullivan Robinson, Executive Director of Opportunities Industrialization Center of New York City. I am pleased to submit testimony in support of Senate Bill No. S2286.

I THE PROGRAM

In the fall of 1977, the National Institute of Education (NIE) contracted with Opportunities Industrialization Centers of America, Inc. (OIC/A) to replicate the Career Intern Program (CIP) in New York City. This contract was awarded, pursuant to an Interagency agreement between NIE and the Department of Labor (DOL), in order to test the applicability and efficacy of the CIP in localities different from the original site (Philadelphia).

Like all OIC Career Intern Program (CIP) the New York City program is designed to enable young persons who either have dropped out of secondary school or are at high risk of doing so, to continue their academic progress through to high school graduation and to make rational, informed career choices. To accomplish this multiple goal, the CIP is designed as a programmatically independent alternative high school approved by the local school district to prepare students for a regular high school diploma. Interns (as CIP students are called) qualify for graduation by completing an academic curriculum equivalent to the local school districts program and by participating in a series of career oriented classes, independent research exercises and work site study placements (referred to as hands-on). The career aspect of the CIP is designed to acquaint

INTERNS WITH THE AVAILABILITY OF CAREER OPPORTUNITIES IN AREAS OF INTEREST TO THEM AND WITH THE REQUIREMENTS OF ENTRANCE INTO THOSE CAREERS, WITH THE DAY TO DAY SUBSTANCE OF JOBS IN THEIR SELECTED CAREER FIELDS AND WITH THE LOGISTICS OF MAKING REALISTIC CAREER CHOICES AND OF SEEKING EMPLOYMENT.

STUDENT INTERNS PASS THROUGH THREE "PHASES" DURING THEIR PARTICIPATION IN THE CIP PROGRAM, MOVING FROM BASIC ACADEMIC AND REMEDIAL INSTRUCTION TO MORE SOPHISTICATED LEARNING WHICH INCLUDES VOCATIONAL EXPLORATION AND CAREER CHOICE. FOR SOME STUDENT INTERNS, THE INITIAL PHASE MAY BEGIN WITH THE BASIC STUDY HABIT OF LEARNING HOW TO LISTEN, CONCENTRATE AND FOCUS ATTENTION WHILE WORKING JIGSAW PUZZLES. COMMUNICATION SKILLS ARE ALSO EMPHASIZED SO THAT INTERNS WILL BE INQUISITIVE AND NOT AFRAID TO ASK QUESTIONS. BY THE TIME INTERNS REACH THEIR FINAL INSTRUCTIONAL PHASE, THEY ARE MAKING CONCRETE CAREER CHOICES SUCH AS FINDING A JOB, ENTERING AN ON THE JOB TRAINING OR APPRENTICESHIP PROGRAM, GOING ON TO COLLEGE OR GOING TO A TECHNICAL TRAINING INSTITUTE.

WHILE PROVIDING ENCOURAGEMENT AND DEVELOPING MOTIVATION AND A SENSE OF SELF ESTEEM AMONG STUDENT INTERNS, CIP INSTRUCTORS AND COUNSELORS ARE CONSTANTLY AWARE OF THE DEEPLY ROOTED EDUCATIONAL, ECONOMIC, SOCIAL AND PSYCHOLOGICAL PROBLEMS WHICH MUST BE OVERCOME INCLUDING FUNCTIONAL ILLITERACY, PAST EXPERIENCE WITH CLASSROOM PREJUDICES, THE RESIGNATION, APATHY AND INDIFFERENCE WHICH RESULTS FROM REPEATED FRUSTRATION, REJECTION AND EXCLUSION AND THE BASIC DISTRUST OF TEACHERS AMONG MANY INTERNS. THE CIP STAFF COMBINE caring and understanding with firm standards of discipline.

II THE NEED FOR A CIP

The vitality and economic growth of our society depends, to a major extent, upon the effectiveness of our educational system. People and especially the youth, must be equipped for full participation in our economy and in all aspects of American life because this is the only worthy goal of a free and democratic society. Education and jobs are basic to economic security and the first task is to see to it that everyone is given the chance to *learn* and to *earn.*

The problems of poverty, inadequate education and economic insecurity in our country does not lend itself to easy and over night solutions. They require a combination of deliberate, carefully designed, wide ranging approaches, the problems are not simple.

The youth of today are the adults of tomorrow. Children born into poor families must have the opportunity to learn and develop skills. If the opportunity is not provided, not only will they remain poor, but they will face the high probability of becoming poor adults and that they themselves will raise poor children.

Justice and opportunity must become a reality for every American, regardless of race, creed, sex or national origin. Full and equal opportunity for all must be the goal of the United States Government. Education and job opportunities must be made available for all who can work and programs that improve the ability of the

INDIVIDUAL TO LEARN AND EARN MUST BE EXPANDED. THE DROPOUT RATE FOR YOUNG PEOPLE IN THE NYC HIGH SCHOOLS * IS UNACCEPTABLE, AN ALTERNATIVE APPROACH IS A MUST.

III NEW YORK OIC STATISTICS

OVER THE PAST TWO YEARS, FIFTY SIX (56) CIP STUDENT INTERNS HAVE GRADUATED. OF THIS 56 GRADUATES, 17 HAVE GONE ON TO COLLEGE 4 ARE AWAITING COLLEGE ADMISSION, 17 ARE WORKING IN UNSUBSIDIZED JOBS, 8 HAVE ENTERED AN ON-THE-JOB TRAINING PROGRAM AND 3 HAVE ENTERED THE MILITARY. THE CURRENT NEW YORK CITY PROGRAM ACTIVE ENROLLMENT IS 186 INTERNS WITH AN AVERAGE MONTHLY ATTENDANCE RATE OF MORE THAN EIGHTY FIVE PERCENT.

IV RELATIONS TO THE NEW YORK CITY SCHOOL SYSTEM

THE NEW YORK CITY PROGRAM NOW RECRUITS INTERNS FROM THE BROOKLYN BOYS AND GIRLS HIGH SCHOOL, FRANKLIN K. LANE HIGH SCHOOL, AND BUSHWICK HIGH SCHOOL, ALSO IN BROOKLYN. OTHER PUBLIC HIGH SCHOOLS IN NEW YORK CITY ARE RECOGNIZING THE WORTH AND EFFECTIVENESS OF THE CIP PROGRAM AND ARE REACHING OUT TO THE ALTERNATIVE HOPE IT REPRESENTS.

V. THE CURRICULAR

THE GENERAL CURRICULUM IS A REPLICA OF THE PHILADELPHIA CIP PROTOTYPE. HOWEVER, IT IS ADAPTED TO MEET THE REQUIREMENTS FOR THE ACQUISITION OF THE NEW YORK CITY BOARD OF EDUCATION HIGH SCHOOL DIPLOMA.

IT MAY BE CANDIDLY STATED THAT NEW YORK CITY'S CAREER INTERN

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*(50 PERCENT, ONE OUT OF TWO)

PROGRAM HAS MADE A DRAMATIC IMPACT ON THE CITY'S PUBLIC EDUCATION SYSTEM SINCE THE PROGRAMS APPROVAL BY THE BOARD OF EDUCATION.

FIVE (5) HIGH SCHOOL PRINCIPALS HAVE INDICATED THEIR INTEREST IN THE PROGRAM AND HAVE REQUESTED THAT THEIR SCHOOLS BE INCLUDED IN THE EXPERIMENT.

VI RELATIONS TO PARENTS AND STUDENTS

PARENTS VISIT THE PROGRAM DAILY SEEKING ADMISSION FOR THEIR CHILDREN AND DROPOUTS OR NEAR DROPOUTS FROM ALMOST EVERY HIGH SCHOOL IN THE BOROUGH OF BROOKLYN HAVE INQUIRED TO SEE IF THEY CAN ENROLL.

THE LONG-RANGE IMPLICATIONS OF THE CIP ARE SIGNIFICANT. THE PROGRAM IS DESIGNED TO REACH THE INTERN IN HIS TOTAL ENVIRONMENT, IT REACHES BEYOND THE INTERNAL CLASSROOM SITUATION TO THE EXTERNAL SYSTEM TO THE INTERN'S PEERS, HIS/HER FAMILY AND TO HIS/HER COMMUNITY.

Mr. Chairman and Members of the Senate Education Sub-Committee, my name is Leon Sullivan. I wish to thank you for making it possible for me to share with you some of the views and recommendations that I believe will be helpful to you as you formulate National Policy designed to guide the Congress, the President and the Executive Agencies of Federal, State and Local Governments as they face a most distressing and increasingly dangerous youth unemployment crisis in America.

As you know, I have had the pleasure of appearing before most of you at hearings preceding the drafting of Employment and Training Legislation. I have had the privelege of serving as a Presidential Appointee to the National Commission on Manpower Policy created by the Congress as a part of the CETA Legislation of 1973, and I have helped shape the plans for inclusion of community-based organization such as OIC, The Urban League, Recruitment Training Project, Operation SER, Operation Mainstream, The Human Resoucrds Development Institute and other union related and business related delivers of employment and training services who have demonstrated their effectiveness.

Like yourselves, I have analyzed and watched carefully the end results and the products of the training and employment process of The Comprehensive Employment Training Act, and I have recommended significant changes and amendments to correct what is wrong and improve where improvement is needed.

Now, today, as we look back on the history of Employment and Training Legislation and look ahead 10 years to the 1990's and the beginning of the 21st Century, I hope that each of us will be able to help all of us and all of us will be able to help each of us take the best from what we have learned from our experiences and put it together to create a National Youth Policy adequate for our times.

My own contribution to this planning and evaluation process is based in part on a trip that I have made throughout the nation, meeting and talking with OIC leaders and their religious and industry support committees from coast to coast and border to border.

I had the opportunity to drive and walk in the black ghettos the brown barrios and the white urban and rural pockets of poverty and talk with both adults and youth of all races. And what I have seen has disturbed me more than I can adequately describe. I saw growing clusters of young people on the street corners of our cities, as I have not seen since the days before the great riots of the Sixties. These young people, by the hundreds and hundreds of thousands, are idle, frustrated, not knowing what to do with themselves, or their time, and becoming more and more angry and disillusioned, and incorrigable, believing America has turned its back on them.

As I rode through those streets in cities and towns and hamlets, I saw, not only the growing number of unemployed youth, but I saw neighborhood after neighborhood, and communities after communities, that looked like bombs had fallen on them. Homes and buildings too great to number, -any vacant, and many being lived in, in unbelievable

DISREPAIR AND FALLING DOWN. BLOCK AFTER BLOCK AND SECTION AFTER SECTION, I SAW THE URBAN VITAL CENTERS OF AMERICA, BOMBED OUT BY POVERTY AND UNEMPLOYMENT, AND DRUGS, CRIME AND DISILLUSIONMENT AND FEAR.

I COME TO YOU TO TELL YOU WHAT IS GOING ON OUT THERE IN OUR CITIES AND IN OUR STREETS TODAY, AND TO SOUND AN ALARM TO US HERE, AND TO AMERICA, TO DECLARE WAR ON YOUTH UNEMPLOYMENT BEFORE YOUTH DECLARES WAR ON AMERICA. I COME TO SOUND AN ALARM TODAY AND TO CALL THE ATTENTION OF THE NATION TO THE NEED FOR DOING SOMETHING ABOUT OUR UNTRAINED, IDLE AND RESTLESS YOUTH BEFORE A CHAIN REACTION OF VIOLENCE ERUPTS THAT COULD TEAR OUR CITIES APART.

WE STILL HAVE PERHAPS, TWO, OR MAYBE THREE YEARS TO DO SOMETHING ABOUT IT. THEREFORE, I AM CALLING ON THE PRESIDENT, THE CONGRESS AND THE NATION TO MAKE THE EMPLOYMENT OF OUR UNEMPLOYED YOUTH, A MAJOR PRIORITY FOR AMERICA, EQUAL IN IMPORTANCE TO THE MIDDLE EAST PEACE TREATIES, IRANIAN AND AFGHANISTAN CRISES, EQUAL TO THE SALT II NEGOTIATIONS, AND EQUAL TO OUR CONCERN ABOUT HAVING ENOUGH OIL, STOPPING INFLATION, AND BALANCING THE BUDGET. BECAUSE IF WE DO NOT BEGIN TO DEAL WITH THE PROBLEM OF YOUTH EMPLOYMENT AS A NATIONAL PRIORITY, IN TIME, THE CONFUSION IN THE STREETS WILL DESTROY OUR ABILITY TO ACT AND DEAL WITH OUR OTHER DOMESTIC AND INTERNATIONAL PROBLEMS.

SURELY SUCH DANGERS COULD DESTROY THE VERY FABRIC OF OUR [illegible] COUNTRY AND UNDERMINE THE MORAL AND SPIRITUAL VALUE OF OUR DEMOCRACY. IMAGINATIVE MOVIE-MAKERS HAVE RECENTLY PRODUCED FRIGHTENING SCENES OF RIOTING, LOOTING, VANDALIZING, TERRORIZING, TEENAGERS AND SUB-teenagers that make our fears of adult urban guerrilas, pale in significance.

The increasing numbers of crimes, rapes, robberies, extortion and murder cases attributed to youth, is beyond belief. The horrors depicted in newspapers and television of roving bands of angry young people assaulting and mugging adults of all ages, and especially senior citizens, are happening now.

We are in trouble and ordinary plans for legislation will not get the job done - ordinary task force recommendations, despite the best intentions, will not get the job done that needs to be done. We need extraordinary legislation, extraordinary mobilization of national resources by the executive branch of the federal government; we need an extraordinary commitment and involvement from the private sector and we need extraordinary effort on the part of Community Based Organizations, as intermediaries between Government and Business - Business and Labor and the people themselves!

We need an all-out effort - An effort that is the equivalent of a war effort -- we need to "declare war" against the sources of this trouble - we need to declare war vs joblessness, hopelessness and despair that are all a part of the mounting unemployment youth tragedy.

In our struggle, we must gain the commitment and the participation of business. To the greatest extent possible, the necessity of dealing with the youth problem in each community must be sold to employers. Employers have the jobs and must be convinced of the value to their community, and to themselves, of putting disadvantaged youth to work. Call it self-interest or anything else you will, the business of this nation must realize that the survival of the free enterprise system depends upon a working, earning, and productive citizenship.

A major concern of employers is the dependability of youth. They want predictability and willingness to stay on the job. It is important to help prepare youth, to whatever extent possible, to meet the demands of the workplace so that they will not experience failure at the onset, and so that the employers will not become disillusioned at the beginning, and thereby spurn the hiring of other young persons.

A campaign must be launched across America, region by region, state by state, and community by community, that will give every businessman and employer in the land the incentive to help with "jobs for youth." Tax credits should be established to encourage business to hire the unemployed youth. Business should be motivated by the desire to help strengthen their communities and to help the nation, and equally important, to help build their own businesses.

Finally, we must deal with our schools and the classrooms. The quality of education in America is poor and must be improved. In our cities we are producing a second and third generation of young people who cannot compete equally in the employment market place. Their communication skills are so poor they cannot read, and their computation skills are so low they cannot count. And this at a time of ever advancing industrialization and automation, in a world that requires competence and training and the ability to compete as never before.

If we do not begin now to massively revamp the educational process of America so that our children, and particularly our minority youth, can meet contemporary social and employment needs, our urban schools in our industrial cities will fall further into shambles.

the breeding ground of racial polarization. Let's face up to it! -- much that is happening in vast numbers of classrooms in America in the name of education is a mockery, a disgrace, and a ripoff of taxpayers' dollars, and worse yet, a ripoff of the students themselves. We must deal with the problem of public education, and must close the holes in the classroom dikes. If we fail, five years from now there will be six million out-of-school, unemployed youth; and ten years from now ten million out-of-school unemployed youth will create chaos across America, paralyzing the nation. The time to act is now! We cannot and must not permit our youth to be sacrificed on the altar of Anti-Inflation Policy and balanced budgets. We must get national leaders from the White House level down to make the same effort to cut the red tape on the youth unemployment crisis as they are on the Iranian crisis and the Inflation crisis.

We must be willing to look at today's youth unemployment crisis, especially among black and Spanish speaking youth. As we looked at the Soviet threat to out-distance us in space technology when President Kennedy mobilized the nation's political economic, business, labor and education leadership to put a man on the moon in 10 years. If we can put a man on the moon we ought to be able to put our youth on their feet with skills and jobs on the earth!

President Kennedy succeeded in reaching that 10 year goal. I say to you Mr. Chairman, we too can reach that goal. If the 96th Congress begins in this Session by writing and passing adequate youth employment legislation I say we can have the youth unemployment crisis wiped out by the decade of the 1990's. We could make the 1980's the Youth Employment Decade. Today's 11 year olds would be 21. Today's 8 year olds would be 18.

We would begin now with the elementary schools, Junior High and High, OIC schools and Community Based Organization schools - we could mount a campaign, mobilize national resources, reorder priorities as was done to put a man on the moon.

Now I know that the technocrats and the bureaucrats will raise the spectre of the price tag. To them I would ask what is the price tag on the prisons - the police departments - the destroyed property - the lost lives --- the decimated military manpower reserves that will result if we do not make a comprehensive plan.

Needless to say you did not need to have the picture I have painted for you repeated today. Each of you in your own state, counties, cities and neighborhoods have had reports in hearings, received letters, listened to the voices of concerned citizens, read the President's Employment and Training Commissions analysis.

So, today, having taken note of the critical danger we face I want to see the President and the Congress go beyond the stop-gap measure of CETA -- beyond the weak effotts and scandalously callous failure to implement the Humphrey-Hawkins legislation.

I have watched carefully the plans that have been brought forth to move the structurally unemployed into private sector jobs by the administration. I have studied carefully the legislation on Public Works and Economic Development Act of 1979 reflecting congressional plans to foster a public-private sector initiative to help solve the youth unemployment problems. I have attended and participated in the White House Conference on Balanced Growth and Economic Development.

Then I have turned to the picture of G. William Miller and Paul Voelcker on the 1980 recession. I see the spectre of larger lines of adults at employment service offices, and welfare centers.

Then I have asked myself, are we just tinkering with the old machinery? Are we still just going back to tired, old, well-worn, tried but not necessarily true for the 1980's, 90's and the 21st Century! Can we not do something that has not been done before?

I feel that you, Mr. Chairman and the Members of your Committee share my convictions about the danger that America's youth unemployment crisis represents, the shortcomings of the proposals made by the budget-balancing theoreticians in the bureaucracy and the short sightedness of some of the anti-inflation planners who do not allow for exceptions and selectivity to target federal money to those who need help most.

I feel that you know the weaknesses and shortcomings of CETA as a delivery system and the need for correcting what is wrong.

Reading your own proposals to improve federal programs of youth employment to provide full employment, vocational training and placement for all young America, willing and able to work I know that you are determined to make the reauthorization of the youth employment demonstration projects act more than an exercise which pours the sands of hypocrisy into the ocen of futility.

There is a tremendous need for orientation of youth on how to search for jobs, and for the promotion of use by employers of targeted jobs tax credit.

There is such a tremendous need to build a private-public partnership with employers, elected officials and community based organizations such as O.I.C. ...

THERE IS SUCH A TREMENDOUS NEED TO TIE TOGETHER THE EFFORTS OF THE SCHOOL SYSTEM WITH THE TEAM OF BUSINESSMEN, GOVERNMENT PRIME-SPONSORS AND C.B.O'S.

NO ONE WHO HAS LIVED THROUGH THE LAST TWO YEARS OF TESTING TO FIND OUT WHAT WORKS AND WHAT DOESN'T WORK CAN FAIL TO UNDERSTAND THESE NEEDS.

I AM ESPECIALLY PLEASED WITH THE BI-PARTISAN CONCERN AND COMMITMENT AS SYMBOLIZED BY TARGETING TO THOSE HARDEST HIT - TO THE SCHOOL DISTRICTS AND THE YOUTH WHO NEED HELP MOST. THE REQUIREMENT FOR AN ABSOLUTE PARTNERSHIP BETWEEN LABOR AND EDUCATION THE ASSURANCE THAT INNER CITY POVERTY AREA SCHOOL DISTRICTS ARE REACHED - MAKE US KNOW THAT REPUBLICANS AS WELL AS DEMOCRATS, SEE THE NEED FOR GIVING INCENTIVES TO YOUTH TO GET INTO A REWARD PATTERN - TO GO TO SCHOOL AND HIT THE BOOKS AND GET A JOB AND MAKE SOME MONEY AND BE SOMEBODY - TAKING CARE OF THEMSELVES - NOT BEGGING ANYBODY FOR ANYTHING.

NOW, FINALLY, MR. CHAIRMAN MAY I SAY A WORD SPECIFICALLY ABOUT O.I.C. AND THE SCHWEIKER-RANDOLPH CAREER INTERN BILL.

WE ARE CONVINCED AFTER 16 YEARS OF EXPERIENCE AND DEMONSTRATED EFFECTIVENESS IN THE JOB DEVELOPMENT, TRAINING AND PLACEMENT BUSINESS AND SIX YEARS IN THE BUSINESS OF EXPERIMENTING WITH CAREER INTERN PROJECTS IN COOPERATION WITH THE NATIONAL INSTITUTE OF EDUCATION (N.I.E.) THAT THERE SHOULD BE AN AMENDMENT TO THE YOUTH LEGISLATION OF 1980 - THAT ASSURES INCLUSION OF COMMUNITY BASED ORGANIZATIONS SUCH AS O.I.C. AND THE CAREER INTERN PROJECT.

We are convinced that the Career Intern Project will be as important to the future history of America as the Job Corps and the Teacher's Corps. We really feel as though the track record justifies having this committee give serious consideration to including a title for it just as it does for Job Corps.

The four years demonstration in Philadelphia produced a plan that worked. It worked so well that N.I.E. recommended it to you, Mr. Chairman and to Chairman Harrison Williams, and the Department of Labor funded replication projects in Seattle, Detroit, New York City and Poughkeepsie.

The two year results in those cities have been so good that the Youth Director and the Secretary of Labor both included this model as one of the success stories in their youth publication distributed when the President announced his 2 billion dollar youth initiative for in-school and out of school youth.

The New York Times of Sunday March 9th carried an in-depth article based on their visit to the New York City C.I.P.

Senator Schweiker of your Committee has introduced a bill which combined with his introductory remarks, describes the achievements and the value of this model.

This Career Intern Program as he points out, has the support of Dr. Michael Timpane, Acting Director of the National Institute of Education.

As he points out - The statistics showed after three years 67 percent of the C.I.P. students as opposed to 13 percent of the control group were in school or had graduated. One year later, 71 percent of the C.I.P. students were employed and in college or technical school as opposed to 39 percent of the control group.

The average cost for these programs is $2,300.00 per student as compared with a cost of $2,700.00 per student in public schools.

In the eloquent words of Senator Schneiker, "The C.I.P. can help break the cycle of the no skills, no diplomas, no jobs and no future for countless young people."

This, Mr. Chairman is also a program that as designed to save the Federal Government money and promote a pump-priming concept. In Philadelphia, the first year in funding was designed for 100 percent federal money, second year 75 percent, third year 50 percent with eventual take over by State Government.

The State of Pennsylvania and the City of Philadelphia Board of Education concurred in the value of the program and the State did in fact buy the program.

Unusual contractual agreement have been worked out with the teachers union as well as the boards of education in the cities where this program has been tested.

We know Mr. Chairman that the Bill and this concept will also have bi-partisan support as evidenced by the co-sponsorship of Senator Randolph.

All in all it is our hope that you will give prayerful and careful consideration to including this OIC model in your final legislation submitted to the Senate Labor and Human Resources Committee members and to the Congress. We naturally want this model authorized for replication by all other community based organizations of demonstrated effectiveness, such as the urban

League, Operation SER, Operation Mainstream, Recruitment and Training Programs, Union related and employer Related job training programs.

However, we could not close this testimony Mr. Chairman without referring directly to the Youth Act of 1980 submitted to the Congress by Labor Secretary Ray Marshall and the Secretary of Education Shirley Hufstedler.

We feel that the President and the two cabinet members, directly accountable for dealing with the youth unemployment problem have made a positive response to the appeals we have been making in O.I.C. with our Help Our Youth rallies across the nation and our One Million petition deliveries to the White House last June.

We feel that the concept of combining the resources of the Labor Department and the Education Department to make an all out attack on youth unemployment deserves our commendation and support.

Vice President Mondale's task force heard my appeal to combat the rip-off of our children that has occurred where our school systems have failed. I believe that the need to bridge the gap between elementary education and higher education where the federal dollars have been targeted is so obvious. I know that the junior high schools and the high schools need the federal help ... but they also I must warn you - should get that help only if the federal government assures the guidelines to protect the children and youth and guarantee that the money will be spent to solve the crisis.

We must require by legislation a partnership between the school system the prime sponsor and the C.B.O's.

I have submitted as an appendix to my testimony for the record, the testimony from my O.I.C. Leader in Detroit and New York with reference to the C.I.P. I have also submitted the unique record from our Milwaukee O.I.C.

My National Executive Director, Mr. Elton Jolly was the Research and Development Executive who has worked with the C.I.P. leaders for the past six years. He has struggled through the complexity of delicate negotiations with union leaders, elected officials, school principals, superintendents of state education and city education systems. He knows where we have come from and where we are. I have asked him to add his own testimony as an expert witness for the record.

We thank you Chairman Pell for hearing us and we assure you of our cooperation in all that you are trying to do for all the people of America, and especially our young people.

I, ARTHUR JEFFERSON, GENERAL SUPERINTENDENT OF THE DETROIT PUBLIC SCHOOLS, AM PLEASED TO PRESENT TESTIMONY IN SUPPORT OF THE CAREER INTERN PROGRAM CURRENTLY BEING CONDUCTED BY THE GREATER OPPORTUNITIES INDUSTRIALIZATION CENTER OF METROPOLITAN DETROIT.

SINCE 1978, WHEN CAREER INTERN PROGRAM WAS ESTABLISHED IN OUR CITY, THE DETROIT SCHOOL SYSTEM HAS COOPERATED WITH GOIC PROGRAM STAFF IN PROVIDING MEANINGFUL ALTERNATIVE EDUCATION OPPORTUNITIES FOR YOUTHS WHO HAVE DROPPED OUT OF PUBLIC OR PAROCHIAL SCHOOLS PRIOR TO HIGH SCHOOL GRADUATION. IN PARTICULAR, STAFF FROM THE REGION EIGHT OFFICE OF THE DETROIT PUBLIC SCHOOLS HAVE WORKED CLOSELY WITH THE CAREER INTERN PROGRAM SINCE ITS INCEPTION. I BELIEVE THAT WE HAVE ESTABLISHED AND MAINTAINED WELL DEFINED PROGRAM LINKAGES WITH GOIC.

INDIVIDUALIZED INSTRUCTION, SMALL STUDENT-COUNSELOR RATIO AND EXTENSIVE CAREER DEVELOPMENT ACTIVITIES ARE FEATURES THAT MAKE THE CAREER INTERN PROGRAM PARTICULARLY ATTRACTIVE. PARTICIPANTS WHO SUCCESSFULLY COMPLETE THIS PROGRAM AND PASS THE DETROIT HIGH SCHOOL PROFICIENCY TEST ARE AWARDED REGULAR DETROIT PUBLIC SCHOOLS HIGH SCHOOL DIPLOMAS. AT THE CONCLUSION OF THE FIRST YEAR OF OPERATION, 35 YOUTHS HAVE BEEN SUCCESSFUL PROGRAM PARTICIPANTS AND HAVE RECEIVED HIGH SCHOOL DIPLOMAS.

I SUPPORT THE CONCEPT THAT ALTERNATIVE EDUCATION OPPORTUNITIES FOR HIGH SCHOOL COMPLETION MUST BE MADE AVAILABLE FOR YOUTHS

WHO ARE UNABLE TO BENEFIT FROM CONVENTIONAL SCHOOL PROGRAMS. MOREOVER, I STRONGLY BELIEVE THAT IT IS INCUMBENT UPON A PUBLIC SCHOOL SYSTEM TO CONTINUALLY REVIEW, UPDATE, AND IMPROVE CURRICULUM OFFERINGS SO THAT THE NECESSITY FOR YOUTHS TO TURN TO OUT-OF-SCHOOL PROGRAMS FOR HIGH SCHOOL COMPLETION WILL BE MINIMIZED. HOWEVER, IT IS SOMETIMES NECESSARY TO PROVIDE OUT-OF-SCHOOL LEARNING OPPORTUNITIES FOR THESE TROUBLED YOUTH. I BELIEVE THAT SUCH OUT-OF-SCHOOL LEARNING OPPORTUNITIES ARE BEST PROVIDED IN PARTNERSHIP WITH PUBLIC AND PAROCHIAL SCHOOLS. THE GOIC CAREER INTERN PROGRAM IS AN EXCELLENT EXAMPLE OF A RESPONSIBLE, VITAL PARTNERSHIP LINKING A COMMUNITY-BASED ORGANIZATION WITH A PUBLIC SCHOOL SYSTEM IN THE SERVICE OF TROUBLED YOUTH.

SINCE COMMUNITY PARTICIPATION AND ASSISTANCE ARE ESSENTIAL TO CURRICULUM IMPROVEMENT, I STRONGLY SUPPORT THE CONTINUED OPERATION OF THE CAREER INTERN PROGRAM, NOT ONLY AS AN ALTERNATIVE EDUCATION OPPORTUNITY BUT ALSO AS A VEHICLE FOR IMPROVING REGULAR SCHOOL PROGRAMS.

Mr. Chairman, my name is Audrea H. Blanding and I am the Director of the Detroit Greater Opportunities Industrialization Center/Career Intern Program (GOIC/CIP). I am honored to present my testimony before the committee on Labor and Human Resources in support of the amendment to the Comprehensive Employment Training Act. As a member of GOIC, an affiliate of OIC's of America, it is both gratifying and complimentary for our organization to have been identified to testify.

May I also bring you greetings from our Board Chairman, the Rev. Roy A. Allen and a continued thank you for the support you have given to Rev. Leon H. Sullivan, our National Founder and Chairman of the Board.

As Director of Detroit's Career Intern Program, I must focus my remarks on the crisis of the destruction of our most important resource--our youth.

It has been stated by Mr. Carl Rowan that as of December 79, more than one and one half million teenagers were out of work, including 347,000 blacks. This is a jobless rate of 34% for black youngsters; however, it is generally agreed by experts such as those in the National Urban League's research department that this percentage goes as high as the 50-60 percent range in the inner cities of our nation. Figures from MESC (Mich Employment Security Comm.) would support these figures and further suggest that Michigan's unemployment rate may range from four (4) to ten (10) points higher than the national average. This high unemployment is due in part to the fact that many 16-21 year olds fail to complete high school. In fact, in 1978, 5,470 students dropped out of Detroit schools. The Opportunities Industrialization

Center, founded by the Rev. Leon Sullivan has addressed this great problem of the waste of human potential. Following Dr. Sullivan's vision and leadership, the local OIC, GOIC, established the Detroit CIP, replicating the successful Philadelphia program. The project is being funded with a grant from the Department of Labor's office of Youth Programs to the National Institute of Education.

Detroit CIP has been in operation twenty-six (26) months and in that short time span has been successful in developing an excellent working relationship with the local educational agency. As well as other community agencies and the community in total; as evidenced by their material, technical, and moral support, and by community participation in the CIP Conference held December 5-7, 1979 in Detroit. Most importantly, CIP has gained the respect of the interns it serves. This respect is demonstrated by the enthusiasm the interns exhibit when talking to their peers about CIP and its program; by the absence of graffiti on the walls of the corridors and rooms of the school, by the absence of obscene and abusive language, by students punctual arrival to class and by the success of the cohort IV recruitment which resulted in interns being admitted who opted for CIP for reasons other than dropping out of school.

The success of the CIP can also be demonstrated statistically. Of the three hundred and five (305) persons who were enrolled, to date. There are one hundred and fifty-four (154) interns who are attending at a 64% weekly attendance rate. There have been thirty-two (32) graduates representing 10.5% of the total enrollment. Of the thirty-two (32) graduates, nine (9) are in college, one (1) is in vocational training, one (1) is job seeking, and twenty-one (21) are employed.

Subjective measures of CIP success are numerous. The respect shown for fellow interns as demonstrated in the interns student council proceedings, in the enthusiasm in which the CIP Script; the student newspaper is received, in the support that the basketball team receives, in the applause received by the choir, or in the attendance to the many other CIP activities are indicative of the interns growing self worth.

Interns willingness to participate in and contribute to community projects and forums as evidenced by their participation in city wide recruitment, participation in career and college day, participation in Teen Forum; a local radio station program, and participation in assisting needy families are demonstrations of their growing sense of responsibility and dignity.

The variety of hands-on experience selected and successfully completed by the interns give testimony to the success of CIP. The wide spectrum of careers selected gives testimony to the effectiveness of the career counseling seminar, the fused academics and the individual and group counseling components of the program. Interns have had training as diverse in experience as in an architectural firm to tailoring and telecommunications.

We could go on and on relating anecdotes that give evidence of interns striving to reach their potential and how the environ-

MENT OF CIP AND THE CIP STAFF IMBUED WITH THE OIC PHILOSOPHY "OF HELPING OTHERS TO HELP THEMSELVES" HAS ASSISTED THESE YOUNG PEOPLE TO A DECISION OF MAXIMIZING THEIR POTENTIAL.

THE GROWING RESPECT OF INTERNS FOR THEMSELVES, THEIR PEERS, THEIR PROPERTY, AND THEIR AUTHORITY FIGURES AS WELL AS THE SELECTION OF SUCH A BROAD SPECTRUM OF VOCATIONS BY THE INTERN SEEMS TO SPEAK OF HOPE FOR THE FUTURE, OF FAITH IN A GOVERNMENT THAT WILL PROVIDE THE EDUCATIONAL OPPORTUNITIES THAT WILL ALLOW THEM TO CONTINUE TO PREPARE THEMSELVES, OF AN EXPECTATION THAT THE ECONOMY WILL BE OF A NATURE THAT WILL SUPPORT THE JOBS THAT THEY HAVE PREPARED FOR AND TRAINED FOR, AND OF A BELIEF THAT A SOCIETY WILL PREVAIL THAT WILL ALLOW THEM TO SEEK AND ACHIEVE UPWARD MOBILITY, SATISFACTORY INCOMES, WORK SATISFACTION, QUALITY OF LIFE, AND PERSONAL DEVELOPMENT.

M~~Y~~R CHAIRMAN THANKS YOU FOR THE OPPORTUNITY TO PRESENT THIS TESTIMONY TO THE COMMITTEE.

OFFICE OF GOVERNMENT LIAISON

1312 MASSACHUSETTS AVENUE, N.W. · WASHINGTON, D.C. 20005 · 202/659-6606

UNITED STATES
CATHOLIC CONFERENCE

MAY 1 5 1980

May 13, 1980

Honorable Claiborne Pell
United States Senate
325 RSOB
Washington, D.C. 20510

Dear Senator Pell:

I am writing you concerning the Catholic school community's interest in S. 2385, "Youth Training and Employment Act of 1980." We are particularly concerned about Title II of that bill which creates a new initiative for federal financial assistance to education.

On May 6 the House Committee on Education and Labor completed its consideration of this legislation and ordered its version of the bill reported. The House Committee revised the Administration's proposed bill in several respects, including those sections which deal with the participation of nonpublic school students.

We consider the provisions affecting nonpublic school students which were approved by the House Committee to be acceptable. With respect to the Administration's bill, we have prepared an analysis of that proposal indicating changes which we think would be needed to insure that the children attending private elementary and secondary schools will be treated equitably in receiving benefits from this legislation. I am enclosing a copy of this document to assist you in your work on this legislation.

Sincerely,

Frank J Monahan

Frank J. Monahan
Assistant Director

cc: Jean Frohlicher

Enclosure

FJM/rjmc

MEMORANDUM

April 3, 1980

RE: PROPOSED AMENDMENTS TO THE "YOUTH TRAINING AND EMPLOYMENT ACT OF 1980" AFFECTING NON-PUBLIC SCHOOL STUDENTS

The attached materials are intended to provide you with suggestions on amending the Administration's proposal dealing with youth employment and education. These amendments would insure that children attending private elementary and secondary schools would be treated equitably in receiving benefits from this legislation.

The most important amendments being suggested are those dealing with Section 213 of Title II. We feel it is essential that Section 213 be changed to eliminate the authorization of direct grants to private non-sectarian schools. We also think that in order to achieve equitable treatment of private school students it is necessary to amend Section 213 so that it applies to programs authorized by subparts 2 and 3 of Part B of Title II.

Finally, we do not consider the limitations on the use of the funds in Section 213 to be in any way necessary. In fact, we think this language could be easily misinterpeted to either avoid the provision of benefits to private school children or to unjustifiably minimize those benefits. Most of the other amendments are necessary to avoid potentially serious difficulties in interpeting the intent of this legislation with respect to private school children in regulations and guidelines.

ADMINISTRATION'S PROPOSED BILL:

"YOUTH TRAINING AND EMPLOYMENT ACT OF 1980"

Suggested Amendments to Both Title I and II
Dealing with Nonpublic Students

(All Section numbers referred to are identical to the bill transmitted by the Administration and introduced in the Congress, namely S2385 and HR6711. All proposed new language is underlined and all language proposed to be deleted is shown crossed out.)

TITLE I:

SEC. 402.(a)(1) To be eligible for programs under part A, a youth must be 16 to 21 years of age (inclusive), and have a family income at or below 85 percent of the lower living standard income level, except that (A) 10 percent of each recipient's funds may be used for youths age 16 to 21 (inclusive) who do not meet such income requirement but who otherwise demonstrate the need for such services, and (B) youths shall be eligible who are age 16 to 21 (inclusive) and (i) who are economically disadvantaged as defined in section 3(8) of this Act, or (ii) in accordance with standards prescribed by the Secretary, who are handicapped individuals, youths under the supervision or jurisdiction of the juvenile or criminal justice system, pregnant teenagers or teenage mothers, or youths attending target schools or eligible to receive services authorized by Section 213 under the basic skills program under the Youth Education and Training Act.

Title I

SEC. 405.(c)(4)

"(c) It is therefore the purpose of this part to provide support for youth training and employment programs, along with ancillary employment-related services and supportive services, which --

(1)...., (2)...., (3)...

(4) provide for extensive coordination and cooperation in the planning and operation of the programs with local educational agencies and private nonprofit schools, especially with respect to activities on behalf of in-school youths, and for the involvement of the business community, labor organizations, and community-based organizations; and....

SEC. 412(e)

"(e) Prime sponsors serving areas which include target schools funded under the Youth Education and Training Act shall make adequate part-time work experience opportunities available for

Title I

youths in such schools and youths eligible to receive services authorized by Section. 213 of that Act in conjunction with programs under that Act, pursuant to an agreement with the local educational agency and in accordance with regulations issued by the Secretary of Labor in consultation with the Secretary of Education.

SEC. 414(4)

"(4) Basic programs assisted under this subpart shall emphasize efforts for out-of-school youth, and programs for such youths shall include basic education and basic skills developed cooperatively with the local educational agency and other educational institutions and organizations.

SEC. 414(6)

"(6) Programs assisted under this part shall, to the maximum extent feasible, coordinate services with other youth programs and similar services offered by local educational agencies, postsecondary institutions, the State employment service, private industry councils, agencies assisting youths who are under the supervision or jurisdiction of the juvenile or criminal justice system, the apprenticeshop system, community-based organizations and other private nonprofit organizations, businesses and labor organizations, and other agencies, and with activities conducted under the Youth Education and Training Act, Career Education Incentive Act, Vocational Education Act, the Elementary and Secondary Education Act, and the Juvenile Justice and Deliquency Prevention Act.

SEC. 417(b)(1)

"(b)(1) Each youth opportunity council established in accordance with this section shall be constituted so that (A) one-third of the members shall be representative of employment and training programs (including young men and women who are eligible youths under this part), (B) one-third of the members shall be representative of private sector programs (including business and labor), and (C) one-third of the members shall be representative of education programs (including both public and private nonprofit secondary and postsecondary institutions).

Title I

SEC. 423

"(a) The Secretary shall make education cooperation incentive grants available to prime sponsors to carry out programs developed on a cooperative basis with local educational agencies or other educational institutions or agencies in accordance with this section.

"(b) Funds available under this section shall be used to cover part of the total costs of programs to be carried out pursuant to agreements with local educational agencies or other educational institutions or agencies. Such funds may be used to supplement resources made available by the prime sponsor from funds under subpart 1 or other provisions of this Act or from other sources, which resources shall be coordinated with commensurate resources provided by the local educational agency or other educational institutions or agencies, for the purpose of ensuring integrated programs of work experience and educational activities.

SEC. 423(e)(2)

"(2) In using such portion of its apportionment under this section as was apportioned in the same manner as provided for under section 411(b)(2)(B), a prime sponsor shall give priority to providing financial support, together with other funds which

Title I

may be made available by the prime sponsor under this part, for work experience and other training and employment assistance to be provided for students attending target schools designated under or eligible to receive services authorized by Section 213 of the Youth Education and Training Act, consistent with the agreements with local educational agencies required by subsection (f).

"(f) Programs under this section shall be carried out pursuant to an agreement, which shall be reviewed by the youth opportunity council, between the prime sponsor and local educational agency or agencies serving areas within the prime sponsor area or other educational institutions or agencies serving the same area. Each such agreement shall --

Title II

SEC. 207.(a) GENERAL PURPOSE. -- Notwithstanding any other provision of this part, a local educational agency shall use funds it receives under this part for fiscal year 1981 other than the funds allocated under Section 213 to provide assistance to secondary schools within its district, selected in accordance with the provisions of subsection (b), to develop three-year plans that meet the requirements of subsection (e).

SEC. 209. Except as provided in section 417(b)(2) of the Comprehensive Employment and Training Act of 1973, as amended by section 103 of this Act, each local educational agency that receives funds under this section shall establish an advisory council to recommend to the agency schools for assistance... toward achievement of its goals. Members of the advisory body shall be selected by the local educational agency in accordance with procedures prescribed by the Secretary, and shall be representative of --

(1) parents, at least one of whom is selected by members of the district advisory council established under section 125 of the Elementary and Secondary Education Act of 1965;

Title II

(2) local citizens, including youth;

(3) private industry;

(4) the prime sponsor;

(5) community-based organizations;

(6) teachers;

(7) private ~~schools, and~~ nonprofit elementary or secondary schools

(8) labor organizations

SEC. 213

(a)(1) From the funds available to a state or local educational agency under this part and subparts 2 and 3 of Part B for any fiscal year, the agency shall ~~set-aside~~ allocate an amount which bears the same ratio to the total funds available as the number of children in that state or district who are described in section 205(a)(2) and who are enrolled in nonpublic secondary schools bears to the total number of children enrolled in secondary schools in that state or district who are described in section 205(a)(2) The state or local educational agency, after consultation with appropriate representatives of nonpublic school students, shall use the funds so ~~set-aside~~ allocated to arrange, ~~in-a-manner-consistent-with the-Constitution-of-the-United-States-and-local,-State,-and-Federal law~~, for the provision of special services to disadvantaged students who are enrolled in nonpublic secondary schools within the state or district on a basis comparable to those provided to similar students enrolled in the secondary schools of the state or local educational agency. In arranging for the provision of special services this section, a state or local educational agency, after consultation with appropriate representatives of nonpublic school students, shall give priority to students enrolled in schools with high concentrations of students who are from low income families or who demonstrate limited academic achievement.

(2) In carrying out the provisions of this subsection, a state or local educational agency may (A) provide services to the students enrolled in nonpublic secondary schools that do not discriminate on the basis of race, color, or national origin. ~~(or-(B)-make payments-to-a-nonpublic-secondary-school-that-does-not-discriminate on-the-basis-of-race,-color,-or-national-origin-so-that-it-may arrange-for-those-services,-except-that-a-local-educational-agency may-make-payments-under-clause-(B)-only-to-a-school-that-is-not devoted-to-religious-ends-or-uses.--Any-nonpublic-school-that-receives payments-under-clause-(B)-shall-be-subject-to-all-the-requirements under-this-part-applicable-to-a-local-educational-agency-other than-sections-210-(b)-and-(c).~~

Title II

(b) BYPASS PROVISION. -- (1) If the Secretary determines that a state or local educational agency (A) is prohibited or substantially impeded by State or local law or policy from providing special services to students enrolled in nonpublic schools as required by subsection (a), or (B) has substantially failed to arrange for the provision of services to those children on a comparable basis as required by that subsection, the Secretary shall waive that requirement and arrange for the provision of services to those children through arrangements which shall be subject to the requirements of subsection (a).

(2A).... (B)...

(C) Any determination by the Secretary under this section shall continue in effect until the Secretary determines that there will no longer be any failure or inability on the part of the state or local educational agency to meet the requirements of subsection (a).

SEC. 232. The Secretary may approve an application submitted under section 231 only upon his determination that --

(1) payments will be used for planning and implementing programs that are designed to improve the basic and employment skills of disadvantaged students;

(2) programs other than those funded with sums allocated under Section 213 will be conducted at secondary schools (regardless of whether they are within local educational agencies eligible to receive assistance under part A of this title) that meet the

eligibility requirements contained in section 207(b);

SEC. 233. To be eligible under this subpart, a State shall establish an advisory council whose function shall be to advise the State educational agency in the selection of schools to be assisted under section 231 and services to be provided to nonpublic school students under Section 213. The Governor of the State and the State educational agency shall designate equal numbers of members of the council. The Governor and the State educational agency shall select two-thirds of the members of the council from among the individuals who serve as members of the following groups:

Title II

SEC. 243

(a)...;

(b) Each application submitted by a local educational agency under this section shall contain --

(1) assurances that funds attributable to part A for any fiscal year will be used only to assist programs ~~conducted-at~~ that are part of ~~secondary-schools-that-have-submitted~~ a consolidated plan for funding under part A and this subpart and are selected to receive assistance under part A for that year;

(2)...; (3)...; (4)...;

(5) assurances that services will be provided to students enrolled in nonpublic secondary schools as required by section 213.*

*new subsection (5)

The FEDERAL EDUCATION PROJECT

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CABLE ADDRESS: LAWCIV, WASHINGTON, D.C.

April 2, 1980

APR 7

Honorable Claiborne Pell
United States Senate
325 Russell Senate Office Building
Washington, D. C. 20510

Dear Chairman Pell:

Attached is a statement of the FEDERAL EDUCATION PROJECT of the Lawyers' Committee for Civil Rights Under Law on Title II of the proposed Youth Act of 1980.

We have long supported increased appropriations for Title I of the Elementary and Secondary Education Act, which would permit extension of its programs to more secondary schools throughout the country. Therefore, we generally are pleased that the administration's youth education and training proposal focuses in part on providing basic skills programs to high school level students.

As we have learned from fifteen years of experience with Title I, ESEA, the success of the program will depend largely on the effectiveness of the administrative, accountability, and enforcement mechanisms put in place through the legislation, and the concentration of funds where they are most needed. Therefore, we find the following features of the administration's proposal especially welcome and believe they should be retained in any final legislation aimed at providing basic and employment skills to needy high school youth:

- Distribution of Funds. The strong poverty focus of the program in the areas of funds distribution and county, district, and school eligibility combine with adequate flexibility in school selection (through a provision similar to the "no-skip" provision of Title I, ESEA) to allow school districts to place programs where they are most needed. We do recommend, however, the omission of average achievement level as a school eligibility criterion because such measures are easily subject to manipulation and the achievement criterion is unnecessary.

- *Authority of School Site Councils*. Although some have questioned whether the authority of local boards of education will be eroded by the requirement that school plans be approved by the site councils, we believe that enthusiastic endorsement by a school council representing parents, teachers, and members of the community is a prerequisite to successful implementation of a school plan. Subsequent approval or disapproval by local school boards prior to funding would be perfectly consistent with the legislation.

- *Selection and Composition of School Site Councils*. The provision for representative school site councils, which should permit members of those councils to be selected by their peers, as has been the case under the Emergency School Aid Act, and require the appropriate representation of women and minorities on the councils, is critical to the councils' capacity to provide a fair representation of community views. Similarly, we support the provision for adequate representation of women and minorities on district advisory councils.

- *Resource Equity*. If Title II funds are to provide additional resources for students in schools serving high concentrations of low-income students, those schools first must be assured their fair share of state, local and other federal dollars as required by the bill.

- *Complaint Procedures*. We support the provisions for local, state, and federal complaint procedures as a critical aspect of the program's accountability system.

While we support those features of the proposed legislation briefly described above, by themselves they are not sufficient to assure the program's likelihood of success. The recommendations summarized below would significantly strengthen the bill:

- Student Eligibility and Participation. A provision should be added to the bill requiring the development of program goals based on an assessment of student needs and a guarantee that those students found to be most in need of assistance will actually receive benefits under the program.

- Measures of Progress. The potential for program accountability depends upon the willingness of the administration and the Education Department to collect and analyze the necessary data relating to important benchmarks showing the program's progress. To permit adequate, national evaluation of the program, including its equitable provision of services and benefits to young women and minorities, the means for measuring progress needs to be spelled out in more detail.

- Individualized Student Plans. Individualized student plans should include a description of career goals, educational and support services needed and to be provided, and job training, and work experience to be provided to students in order to create a comprehensive approach to meeting student needs.

- Elimination of Discrimination and Stereotyping Based on Sex, Race, National Origin and Handicap. The program lacks a clear mandate that each school plan include programs that will be instituted to overcome and eliminate bias and stereotyping based on sex, race, national origin or handicap. Language including such a mandate should be added to the bill.

- Planning Capability. The proposed legislation depends upon a local planning capacity that we believe to be absent. Therefore, we recommend that the Education Department provide greater assistance to local schools and school districts in the planning year.

- Resources for Junior High Schools. A mechanism should be added to the bill to insure that junior high school level students participate in the program.

- Vocational Education. Many of the unanswered questions concerning the distribution of federal vocational education funds under P.L. 94-482 and the provision of vocational education services to the disadvantaged will be subject to Congressional scrutiny in connection with the reauthorization of the Vocational Education Act. Therefore, we suggest the elimination of the 25% set-aside of Title II funds flowing through the sole state agency for vocational education.

The attached statement discusses in detail all of the points summarized above and provides specific legislative recommendations for improving the legislation and the program's capacity to achieve its goals. We hope these recommendations will be helpful to you in your consideration of Title II of the proposed Youth Act of 1980 and that you will call upon us if we can provide you with any additional information or assistance.

Sincerely,

FEDERAL EDUCATION PROJECT

Linda Brown

Linda Brown

Attachment

LB:bg

The FEDERAL EDUCATION PROJECT

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Statement of the

FEDERAL EDUCATION PROJECT
of the Lawyers' Committee for
Civil Rights Under Law

on Title II of the YOUTH ACT of 1980

March 1980

Since its establishment in 1975, the FEDERAL EDUCATION PROJECT has had extensive experience with several federally funded education programs, primarily Title I of the Elementary and Secondary Education Act of 1965 and the Vocational Education Act. As a result of our careful monitoring of these programs, we have learned which kinds of administrative mechanisms and program requirements will help assure the expenditure of federal dollars in accordance with Congressional intent. The experience under Title I of ESEA is especially instructive as the Congress tries to devise a service delivery system that will accomplish the laudable goals and purposes of the Youth Act of 1980.

In 1965, in a spirit of great hope that the achievement gap between children from low-income families and their age- and grade-level peers could be closed, Title I was passed to provide special assistance to school districts having especially high concentrations of impoverished children. Once agreement on the notion of providing assistance to private school students under Title I was reached, the legislation was developed and passed very quickly. Money was funneled to local schools even more quickly, well before the promulgation of regulations spelling out how the program was to be implemented.

While President Lyndon Johnson and the Congress were broadly congratulated for fast action in initiating the largely new endeavor of federal aid to elementary and secondary education, the special, categorical nature of the program was not clearly evident to local-level administrators, by whom Title I was largely perceived as general aid. The initial expenditure of these new funds demonstrated that misperception.

The initial years of Title I were a disappointment to many. Civil rights groups conducted a massive monitoring effort during 1968 to find out how the program was being implemented and how Title I dollars were being spent. The findings were published in 1969 in a report: Title I ESEA: Is It Helping Poor Children? This report documented the repeated misexpenditure of Title I funds, the widespread failure to involve either parents of poor children or local community organizations in the planning of programs, and the absence of any realistic program accountability. The report concluded that the concept of Title I could not be judged a failure because it had not been tried, and that Title I dollars simply were not reaching the program's intended beneficiaries. Congressional oversight hearings in 1970 and subsequent investigations by the Office of Education supported these findings.

Based on such information, Congress amended the statute in 1970, in 1974, and most recently in 1978 to specify in greater detail how Title I is to be implemented, how compliance is to be measured, and the responsibilities of the federal, state and local administrative agencies. By sharpening and fine tuning the legislation, Congress has created a vehicle for the delivery of compensatory education services that is now a demonstrated success. The achievement levels of Title I participants are on the rise. Nationwide research studies and a review of exemplary programs show that Title I is working.

The past fifteen years' experience with this massive effort to help disadvantaged children do better in school should provide the basis for any attempt to duplicate in junior and senior high schools the positive gains made in elementary-level Title I programs. Of course, as Secretary Hufstedler stated in recent testimony before the House and Senate, we cannot "simply expand programs designed for 8-year olds and expect them to meet the needs of 16-year olds." She recommended a new effort for secondary students that builds on the lessons learned in lower grades. We agree wholeheartedly with the Secretary's conclusions that it is important to build upon what is known. We cannot afford to repeat the mistakes of the early Title I years, or of other new legislative initiatives at the federal level.* Structures and mechanisms for making a delivery system function as intended have been devised and tested; they should be included as a part of the compensatory programs at junior and senior high school levels which will be established through the Youth Education and Training Act.

The FEDERAL EDUCATION PROJECT suggests that the goals and purposes of this new Act could be accomplished through a new subpart of Title I which maintains the features of existing programs that make sense in the higher grades, assures funding at the secondary level, and builds in the positive and innovative features of the new Act as it has been proposed.

Much of the rationale for a wholly new legislative approach appears to be based on a lack of understanding of the degree of flexibility inherent in Title I. For example, that program already permits comprehensive planning to meet student needs, teacher training and bonus pay, and the use of funds for auxiliary services related to the educational needs of participants. By creating a new subpart of Title I to serve secondary level students, these features could be improved upon and specifically adapted to the secondary level while maintaining the working structure and important administrative mechanisms already in existence. One argument given by proponents of Title II of the Youth Act for the development of new program legislation rather than the extension of Title I ESEA is the desirability of avoiding the use of "pull-out" programs that segregate participants for part of the school day. However, the Office of Education has now made it clear that nothing in the Title I statute or regulations requires school districts to use only "pull-out" programs rather than providing supplementary services to Title I students in the regular class setting. Thus, there would be no restrictions upon the ability of local schools and districts to design programs to meet the unique needs of students at the secondary school level. Many critical provisions that help make programs work to the benefit of disadvantaged students appear to have been lost, omitted or distorted in the legislation now before the Congress.

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*General Revenue Sharing, for example, promised to provide "power to the people" and a local voice for citizens in the decision-making process. Not only was citizen participation largely absent or ignored but millions of federal dollars have been spent since 1972 in ways which have fostered and perpetuated discrimination based on race, sex and national origin.

But it seems to us that the central question is not whether Title I should be extended and revised as necessary to provide for secondary-level programs, or whether a new legislative vehicle should be created altogether. Rather, the questions are how to utilize the positive features of the Title I experience, and how to adapt the provisions of that program which are responsible for its success and its promise for even greater achievements in the years ahead.

The remainder of our statement focuses on specific provisions in the administration's proposed legislation that appear weak or inadequate based on what we know from past experience, and on features in the proposal that we believe are essential to its success and which therefore should be retained as the Congress considers this bill. Where we are able, we provide specific recommendations. However, in some instances we merely direct your attention to problems for which we do not yet have recommended solutions, or areas of concern which we believe should be addressed and resolved before this program is passed or implemented.

1. Formula (Sec. 205)

We strongly support the proposed formula for distributing funds to counties (and then to local school districts).

It is very similar to the formula used for distribution of concentration grants in Title I of ESEA and recognizes the particular need for assistance of those urban and rural school systems in which poverty concentrations contribute to the crisis rate of youth unemployment. Unless a highly targeted formula is maintained, it is unlikely that sufficient funds will be provided to our neediest secondary schools in order for any positive results to be achieved by the program.

2. School Eligibility and Ranking (Sec. 207(b) and (c))

We support the use of a poverty criterion for the ranking of schools eligible to receive a planning grant in FY 81. Unfortunately, funds authorized and appropriated are not likely to be sufficient to provide assistance to all schools attended by students in need of basic and employment skills. Therefore, it is essential that funds be targeted on schools serving students who face the multiple barriers to educational and employment success created by poverty and low achievement in basic skills. Ranking and providing planning funds according to the concentration of students from low-income families recognizes the impediments to academic achievement caused by poverty and the limitations on resources which impoverished communities have available to assist students who are failing in school.

The inclusion in Sec. 207(c) of the exception to the "no skip" concept that is part of the Title I ESEA school-ranking procedure is also a positive feature of the proposal. This will mean that a school with a concentration of low-achieving students that is significantly greater than a school higher ranked on the basis of poverty may receive a planning grant before the poverty-ranked school having a lower concentration of low-achieving students. This approach preserves the utility of the poverty ranking scheme and yet assures that those eligible schools having the highest concentrations of low-achieving students will not be excluded from the program's planning phase.

While we strongly support the poverty ranking approach, we are concerned about some of the vague and imprecise language of Sec. 207(b) and (c). For example, what is meant by the language of Sec. 207(b)(1) pertaining to a school being eligible if " . . . it serves a large number or percentage of children from low-income families." We support the use of a poverty concentration measure to determine school eligibility but suggest that the provision refer to schools serving especially high concentrations of children from low-income families and then authorize the Secretary to define this more carefully in regulations. Otherwise, the provision is open to "interpretation" and abuse.

A more problematic provision in the eligibility section is the criterion of Sec. 207(b)(2) which permits a school to receive funds if 75 per cent of the students achieve below the 25th percentile in basic skills achievement on an objective test. This measure is subject to manipulation. Almost any school could be eligible depending on what test is used and how the scores are interpreted. Since there is not likely to be sufficient funding for this program to serve all schools having low-achieving students, we believe it should focus on those students who are subject to the additional barriers to opportunity created by poverty. Generally, schools eligible according to the poverty and the achievement criterion will overlap and the poverty criterion would be less subject to abuse and easier to administer. To the extent that the schools made eligible by each method do not overlap, students in schools with high concentrations of poverty are more likely to be dependent on the additional resources provided by this program to reach their potential.

Recommendations

a. The school eligibility section (Sec. 207(b)(1)) should be clarified and stated as follows and Sec. 207(b)(2) should be eliminated:

> A secondary school is eligible to receive planning assistance under this section only if it serves an especially high concentration of students from low-income families, as defined by regulations of the Secretary.

b. The second sentence of the Ranking and Selection of Schools section should be changed to conform to the recommendation above and read as follows:

> Notwithstanding the preceding sentence, the agency may rank a school that is eligible under subsection (b)(1) ahead of a higher ranked school that has a significantly lower concentration of students deficient in basic skills achievement.

3. Student Eligibility and Participation

The legislation says little or nothing about which students will actually receive assistance under this program. There is no assurance that those students who are most in need will receive the highest levels of services, or that they will receive any services at all. The bill appears to leave decisions about who is served completely to the discretion of local principals and teachers, without any guidance expressed in the legislation even that students most in need should receive priority. Under this bill, local school systems could decide that the students on the very bottom are beyond their reach and focus resources, instead, on those students (who with some assistance) are more likely to demonstrate the "success" of the program. Recipients of these funds must not be permitted to simply "write off" those students who are most in need and who require a greater investment of resources in order to benefit.

Under this bill it is highly possible that local school officials will not even know which students are most in need since there is no required needs assessment. The proposed "objective test" used for school eligibility and ranking purposes, if retained, probably would not be more than a one-dimensional test of basic reading and arithmetic skills and would not provide a full picture of student need. Such open-ended and vague requirements allow unlimited discretion and may not lead to the development of plans that focus on helping our neediest youth, the very youth the system is already failing to serve.

Recommendations

a. Section 207(e)(1) should be changed so that the development of the short-term and long-term goals of the program will be based on an assessment of student needs, and thus it should read as follows:

> Specific short-term and long-term goals for improving basic skills achievement, reducing the student drop-out rate, improving student attendance, improving employment skills, strengthening the transition to work, and eliminating stereotyping by race, sex, national origin, or handicapping condition; and sufficient information to demonstrate that such goals have been

> developed as a result of an assessment of student needs that includes the identification of students (A) who require additional assistance in order to achieve within the ranges espected for others of similar age and grade level, especially in reading, mathematics, and written and oral communication; (B) who are likely to drop out of school; (C) who are absent from school more often than the district's average absenteeism rate; and (D) who have sought but not been able to obtain work.

b. The following sentences should be added to Sec. 207(e) after the numbered subsections to assure that students most in need receive services:

> Programs designed to achieve the goals specified in Subsection 207 (e)(1) must be designed so that they will meet the needs of students most in need of such assistance. Students most in need of assistance in the areas of basic and employment skills achievement must be served first in determining which students will participate in the programs funded.

4. Plan Requirement (Sec. 207(e))

This section as a whole appears to be an attempt to create program accountability by describing the elements that the school plan must include. However, it is deficient in several regards.

a. Specific approaches to achieving goals. Sec. 207 (e)(2) states that the plan must contain specific approaches for achieving the goals articulated in subpart (2) and a means for measuring annual progress towards attainment of these goals. "Specific approaches" could be significantly less than actual programs, policies and procedures designed to achieve specific goals. This kind of weak language invites weak plans and needs to be strengthened. Since the superintendent must select the best plans for implementation funding from among those submitted, if they are all weak, there is little potential for real change that benefits students.

Recommendation

The first part of subsection 207(e)(2) should be revised to read as follows:

> Specific approaches, programs, policies and procedures for achieving the goals described in paragraph (1) . . .

b. Measures of Progress. The requirement (Sec. 207 (e)(2)) that the school plans include means for measuring progress toward achieving the program's goals is weak. The legislation should give more guidance on what kinds of measures are adequate indicators of progress and what kinds of data are to be compiled to demonstrate that progress. For example, according to Sec. 207(3)(1), one of the goals of the program must be reducing student dropouts. Pregnant girls often drop out of school due to social pressure and teenage mothers do so in order to care for their children. Unless the data allegedly demonstrating progress toward reducing dropouts is disaggregated by sex, the progress measure will not indicate whether needs of female students are being adequately met and their drop-out rates lessening.

Additionally, unless the federal legislation spells out what kind of information is to be collected and used to measure the progress of programs, any assessment or nationwide evaluation of the success of the program as a whole will be impossible. Without evaluation data, the state educational agencies, the Department of Education and the Congress will be unable to make recommendations for program improvement or for determining the kinds of technical assistance that are needed. This mistake was made in the early years of Title I and only in more recent years has a more useful and uniform system of evaluation been required so as to measure the program's success. Plans for evaluation on a national basis need to be built into the program from the beginning. By prescribing in more detail the kinds of progress measures schools should include in their plans, much of this problem can be alleviated.

Recommendation

In order to assure that federal, state and local school district officials have data that show the progress a school is making in achieving the goals of its plan, including the elimination of discrimination and stereotyping based on race, sex, national origin and handicapping condition, the second phrase in subsection 207(e)(2) should be changed to read as follows:

> . . . and a means of measuring annual progress toward attainment of those goals, including at a minimum measures by race, sex, national origin and handicapping condition of: student achievement in basic and employment skills, student dropout and absenteeism rates, and placement of students in work experience programs, as specified by regulations of the Secretary.

c. Services to be provided. The legislation generally fails to describe services or programs that will be provided to needy students. While Sec. 207(e)(8) requires the development of a basic skills and employment record for each disadvantaged student in the served schools, there is no requirement that the needs of the individual students be assessed, or their problems diagnosed, or for development of a plan to meet their needs. We recommend that individualized plans be developed for all students including a description of educational and support services needed and to be provided, career goals of the student, and job training and work experience to be provided.

Recommendation

Subsection 207(e)(8) should be revised to read as follows:

> Procedures for developing, for each disadvantaged student in that school, an individualized plan that includes an assessment of basic and employment skills and support services needs, programs to be provided in order to meet those needs, career goals, work experience needs and work placement provided, and a basic skills and employment record that contains elements approved by the prime sponsor and the local private industry council, established in accordance with Section 704 of the Comprehensive Employment and Training Act of 1973.

5. Lack of Programs Designed to Eliminate Discrimination and Stereotyping Based on Sex, Race, National Origin and Handicapping Condition

We support those provisions contained in Sec. 207(e)(3) and Sec. 208(a)(2) of the bill aimed at providing equal educational opportunity. We believe that such provisions are essential in order to help eliminate the channeling of young women into work experience, jobs, and careers that are traditional for their sex and are typically low-paying, low-status and dead-end. However, by themselves these provisions are not enough. Subsections 207(e)(1) and (2) require development of goals and approaches used to reach the goal of eliminating stereotyping by race, sex, national origin and handicapping condition but fall short of mandating that specific activities be conducted for this purpose. Unless this section is strengthened by requiring that a specific plan be developed and implemented to eliminate stereotyping, the effort made is likely to be insufficient. For example, a recent study of vocational education conducted by the American Institute for Research (AIR) found that there was "little activity at the school level to foster equity -- particularly student-oriented activity," but that there is a strong, positive correlation between the existence of programs for students at the school level aimed at the elimination of sex discrimination and sex stereotyping* and the proportion of nontraditional enrollments in vocational education.

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*There are important differences between sex discrimination, which is prohibited by Title IX and sex bias and sex stereotyping. The regulations implementing P.L. 94-482 provide the following definitions which demonstrate the differences between these three kinds of behavior:

(a) "Sex bias" means behaviors resulting from the assumption that one sex is superior to the other.

(b) "Sex stereotyping" means attributing behaviors, abilities, interests, values, and roles to a person or group of persons on the basis of their sex.

(c) "Sex discrimination" means any action which limits or denies a person or a group of persons opportunities, privileges, roles, or rewards on the basis of their sex.

Recommendation

In order to assure that each school participating in the program makes an affirmative effort to eliminate and overcome the effects of discrimination and stereotyping based on race, sex, national origin and handicapping condition, the following language should be added to Subsection 207(e)(3):

> . . . and programs that will be instituted specifically to overcome bias and stereotyping based on race, sex, national origin, or handicapping condition, and encourage the preparation of students for nontraditional jobs.

6. Planning Capability

The legislation contains no provisions to assure that decision makers at the school level will have the capacity to engage in the kind of comprehensive planning process described by Sec. 207. While Sec. 252 requires state agencies to provide technical assistance and information derived from relevant research on successful projects designed to improve basic and employment skills, we have no assurance that the states will be ready to provide this kind of useful and necessary assistance in time to aid local schools with their planning process.

We recommend the addition of a federal role, with a specific portion of funds set aside during the first year of the program (the planning year) with which the Department of Education will gather together information on successful programs already in existence that are designed to address the goals that schools must include in their plans. Such models should be described in detail and disseminated through existing channels -- but more effectively than in current practice -- such as the Joint Dissemination Review Panel; and through such methods as regional conferences for school level administrators and school site council members in need of technical assistance to design plans and programs to meet the objectives of this Act.

Simply providing money to our neediest secondary schools does not assure that local school principals and staff, even with the assistance of the advisory council, will have the know-how to design adequate plans and programs. The provision of descriptive information on successful models by the Department does not intrude upon the local discretion built into the program since use and adaption of successful models would be left to the local planners and decision-makers. If sufficient information, creativity, innovation and motivation already existed at the local school level, schools would not be failing to the degree they are in meeting needs of low-achieving, unemployed youth. Guidance, leadership and information must be provided from the federal level if the program is to succeed. Such a role needs to be defined by the legislation and funding must be provided to carry it out.

Recommendations

A new subsection (b) should be added to Sec. 238 of Part C -- General Provisions -- to include a federal information and technical assistance role, and, subsequent sections should be renumbered accordingly. The section title and subsection (b) should read as follows:

Program Development and Informational and Technical Assistance

Sec. 258(a)[to read as drafted]

(b) In order to provide information and technical assistance to schools engaged in program planning, the Secretary shall provide detailed descriptive information on model programs that are successfully working to meet any of the goals to be included in the school plans and disseminate this information to the state and local educational agencies through the Joint Dissemination Review Panel and through regional conferences designed to assist local school officials and members of the school site advisory councils in developing programs and plans to be funded under this Act.

(c) Source of funds. The Secretary is authorized, out of funds appropriated to carry out this title in any fiscal year, to set aside not more than one per cent, or $10 million, whichever is less, to carry out the provisions of this section, with one half that amount for purposes of carrying out subsection (a) and one half for carrying out subsection (b).

7. Accountability

Without specific accountability mechanisms built into the legislation, we do not believe this program is likely to succeed. We strongly support several features of the bill that attempt to provide such accountability and we urge strengthening other provisions for this purpose.

a. School site councils. We fully endorse the contemplated role of the school site councils in the planning, implementation and evaluation of school plans and programs. By giving parents, teachers and members of the community a role in shaping the educational program funded by this Act, an essential broad base of support for the schools' efforts will be created. Without this kind of support the ambitious goals of the program are unlikely to succeed. We have learned from experience with Title I and Head Start that when parents are involved in the education of their children, their children's achievement is enhanced. We should continue to build from this experience.

The school plan approval required by the school site councils precedes the superintendent's selection of schools for impelmentation funding and the ultimate approval of selected plans by the local school boards. Thus, the role of the councils complements and does not conflict with the authority of school district superintendents and school boards.

We also support the requirements that the composition of the school site councils reflect the sex, race and national origin of the student population intended to benefit by the program. Adequate representation of minorities and women on the councils at least will help assure sensitivity to the problems faced by female and minority students. The accountability role of the councils is especially important given the lack of strong federal or state monitoring and enforcement roles.

b. District Advisory Councils. The district level councils play an essential role in building community support for the program. Adequate representation of women on the councils is especially crucial to fair evaluation of the school plans' capacity to meet the special needs of young women in developing realistic career goals and in obtaining training and work experience that offers them a wide range of opportunities. Thus, we support the provision for the councils that requires them to have a race, sex and ethnic composition that corresponds to the population of the school district's service area.

The coordination between this Council and the Title I Parent Advisory Council provided by the selection of at least one member of the council by the Title I PAC is a positive feature we also support. It assures critical communication between the two councils operationg at the district level, both of which have similar mandates and interests in improving the educational attainment of disadvantaged students.

c. Resources Equivalency. If funds made available to secondary schools through the Youth Act of 1980 are to make a difference in the acquisition of basic and employability skills by low-achieving students in areas with high poverty concentrations, then the Act must include provisions that assure that these new funds will be added to those resources already available in the absence of funds under Title II. Further, these new federal dollars should not be used to make up any gap between the level of local and state funds provided in schools funded under Title II and those which are not. The funded schools should be assured of their fair share of all local, state and other federal dollars before Title II funds are added to supplement the educational programs offered in the Title II schools. Therefore, Section 210(b), Resources Equivalency, is essential and we strongly support both Parts (1) and (2) of that section.

d. Complaint Resolution. We strongly support the provisions for local, state and federal administrative complaint procedures that parallel those of Title I ESEA. Complaint procedures are an important part of the accountability mechanism and when such procedures are utilized they can help bring about the smooth resolution of conflict and alleged noncompoiance with the law or regulations, and they add to the enforcement structure. It is also important to maintain these complaint provisions as proposed since they are the same as those already implemented under Title I. Dissimilar complaint procedures would create confusion both for administrators trying to apply the different procedures and for parents trying to use them.

e. Reports on Benchmarks. (Sec. 212) This section describes the annual reports that local school districts funded under Title II must submit to their state agencies and the Secretary. These reports are to include "a detailed description of the progress made by each school assisted under this part to meet its objectives. This description shall include the specific performance criteria used by each school to measure progress."

As already stated under Comment 4.b., if the measures of progress are to provide information that can be used for evaluation purposes and for enforcement of those provisions prohibiting discrimination and stereotyping based on race, sex, national origin and handicapping condition, the data must be disaggregated according to those characteristics. Sec. 212 needs to make specific reference to such a requirement.

Recommendation

The following language should be added at the end of the first sentence after the word "objectives":

> . . . including measures by race, sex, national origin, and handicapping conditions as specified by regulations of the Secretary.

8. Division of Resources Between Junior and Senior High Schools

The legislation does not require any particular division of funds among schools serving different grade levels at the secondary level. This could result in the distribution of all Title II funds to senior high schools with no junior high school inclusion in the program.

If Title I of the Youth Act is to complement the federally funded compensatory services provided primarily at the elementary level through Title I of ESEA, the junior high schools must be assured of receiving a significant portion of funds under the Youth Act. It makes no sense to discontinue special compensatory assistance to Title I ESEA students who reach the junior high school level and are still in need of special help in basic skills, permit them to fall further behind and perhaps drop out, and then begin providing special assistance to those survivors who reach the senior high school grades.

Furthermore, it is during the junior high school years that students are beginning to be exposed to career oriented counseling, take exploratory courses in vocational education and develop patterns of behavior that will have a serious impact on their eventual employability. This is where services that can be provided by Title II are needed in order to have a preventive effect on the problems of youth that the Act is designed to ameliorate.

To assure continuity for students receiving services provided by Title I ESEA and Title II of this proposed program, the junior high schools should receive at least half of the resources allocated to schools by the LEA.

Recommendation

A subsection should be added to Sections 207 and 208 that requires a local educational agency to provide approximately half of its Title II planning and implementation funds to schools serving the junior high school grades by inclusion of the following:

To be added to Sec. 207(b):

(3) Approximately half of the planning funds received by the local educational agency shall be awarded to schools serving the junior high school grades.

To be added to Sec. 208(b):

(5) Approximately half of the implementation funds received by the local educational agency shall be awarded to schools serving the junior high school grades.

9. Vocational Education Funds

Although a large proportion of the funding under Title II would flow through the vocational education system, restrictions on the use of these funds and accountability for them are extremely weak. Congressional debate since the early 60's has repeatedly shown vocational education to be weak in accountability, planning, and service to minorities, women, the disadvantaged, and political entities in which large minority and disadvantaged populations live. There is strong evidence that funds distributed to the states under the newest vocational education legislation, the Vocational Education Act Amendments of 1976 (P.L. 94-482), still are not reaching the neediest areas or the neediest students. It seems to us improvident to award a new set of funds to the same system without further analysis of why the existing law -- which also establishes priorities for serving disadvantaged areas and populations -- has not gone further to meet the goals set by this new bill. History clearly shows us that stronger, not weaker, legislation is needed.

The 1976 Vocational Education Amendments included a strong purpose of overcoming sex discrimination and sex stereotyping in vocational education and of furnishing equal opportunities in vocational education to women and men. They also required strong affirmative steps to be taken to eliminate discrimination and introduce activities to overcome bias and stereotyping, and they encourage the expenditure of federal funds to do so. The proposed Youth Employment and Training Program is considerably weaker on sex equity and would undercut significant gains that are beginning to be made in other vocational education programs.

The FEDERAL EDUCATION PROJECT firmly believes that youth living in rural and urban disadvantaged areas are entitled to the same quality of vocational education that other young people are. We see no reason, however, that commitment should not be made through the Vocational Education Act, which is to be reauthorized next year, after a longer and more thorough debate than is now possible on the Youth Employment and Training Program. Major studies of the federal role in vocational education are now under way at the National Institute for Education and will not be completed until late this year and next year. We believe adoption of any new legislation which awarded funds to vocational education without the benefit of a thorough analysis of those Congressionally mandated studies would be remiss.

Recommendation

Omit Subpart 3 of Part C.

GUIDELINES FOR THE PROFESSIONAL PREPARATION OF READING TEACHERS

Developed by the
Professional Standards and Ethics Committee
of the
International Reading Association
May 1978

INTRODUCTION

Reading skills are required by children and adults for success in all educational and in most social and vocational endeavors. All educators are involved in teaching or reinforcing reading skills and in promoting the uses of reading related to their fields and levels of instruction. Therefore all teachers, as well as reading personnel, should be prepared in reading education as it relates to their particular roles, as well as in specific attitudes, concepts, and skills.

Titles used for persons in Roles 1-7 vary widely; e.g., the person in Role 4 may be called reading consultant, reading coordinator, reading supervisor, or reading resource person. For this reason, attitudes, concepts, and skills in this document are related to roles rather than to titles. Furthermore, many persons in reading education are responsible for more than one role. The International Reading Association recommends that every person attain the attitudes, concepts, and skills needed for all assigned roles.

The list of attitudes, concepts, and skills is intended to provide the basis for:

- certification of reading personnel
- development of college and university programs in reading education
- approval of college and university programs in reading education
- assessment of qualifications of persons seeking employment in any of the seven roles
- self-assessment of persons in reading education
- evaluation of the performance of persons assigned to any of the seven roles

GENERAL ACADEMIC PREPARATION

All persons in reading education should have the following:

I. A bachelor's degree plus additional study and/or experience as needed to develop the attitudes, concepts, and skills itemized below.

II. Preparation in foundation courses such as developmental psychology, educational psychology, educational measurement, and learning theory.

III. Preparation as consumers and/or producers of research as appropriate for the role.

IV. Completion of a sequence of professional experiences which includes early and continuous involvement with student learners.

SPECIFIC ACADEMIC PREPARATION

Two general approaches to teacher preparation are currently in use: 1) modules based on sequences of attitudes, concepts, and skills to be attained and 2) credit hour courses. Often these approaches need to be equated. This can be done by studying course content to ascertain that all essential attitudes, concepts, and skills are dealt with in at least one course.

The terminology used here is that of the institutions of the United States. It must be adapted for those in other countries. For the purpose of this document, one semester hour is approximately 15 clock hours of instruction.

To assist those institutions and certifying agencies that use the credit hour approach, the following hours of preparation in reading education (graduate and/or undergraduate) are recommended:

Role 1 (teaching readiness and developmental reading at pre-kindergarten, kindergarten, and primary levels) 6-9 semester hours, to include preparation in the following areas: developmental reading instruction including diagnostic teaching, children's literature, language development, language arts instruction.

Role 2 (teaching developmental and content area reading beyond the primary level) 6-9 semester hours, to include preparation in the following areas: developmental reading instruction including diagnostic teaching, language arts instruction, reading in the content areas, literature for children/youth/reading-handicapped adults.

Role 3 (teaching clinical/remedial reading) 15-21 hours at the graduate level, to include the following areas: developmental reading instruction, language arts instruction, foundations of language development, diagnosis of reading difficulties, techniques of remediation of reading problems, literature for children/youth/reading-handicapped adults, reading in the content areas, a practicum in clinical/remedial instruction and supervision.

Role 4 (providing consultant service in reading instruction to school personnel) 21-27 semester hours at the graduate level, to include preparation in the following areas: developmental reading instruction, foundations of language development, language arts instruction, diagnosis of reading difficulties, techniques of remediation of reading problems, literature for children/youth/reading-handicapped adults, reading in the content areas, a practicum in clinical/remedial instruction, research in reading, leadership for instructional change, a practicum/internship in consulting and supervision.

Role 5 (directing/supervising systemwide reading programs) 27-36 semester hours at the graduate level, to include preparation in courses covering the following areas: developmental reading instruction, foundations of language development, reading in the content areas, diagnosis of reading difficulties, techniques of remediation of reading problems, literature for children/youth/reading-handicapped adults, research in reading, organizing/managing/evaluating a reading program, leadership for instructional change, curriculum development, a practicum/internship in reading program development and supervision.

Role 6 (preparing candidates for Roles 1 and 2) masters degree in reading plus a minimum of 30 credit hours with emphasis in reading including preparation and experience appropriate to courses taught.

Role 7 (preparing candidates for Roles 3, 4, 5, 6) a doctorate with emphasis in reading education including preparation and experience appropriate to courses taught.

It is further recommended that all persons entering Roles 3, 4, 5, 6, and 7 have at least three years of experience in reading or language arts as classroom teachers in an elementary or secondary school.

SPECIFIC ATTITUDES, CONCEPTS, AND SKILLS

1 Primary teaching
2 Post-primary teaching
3 Clinical/remedial
4 Consultative
5 Directive/Supervisory
6 Teacher training
7 Specialized training

A Attitudes C Concepts S Skills

More than half of these attitudes, concepts, and skills' apply to all persons in reading education. Varying levels or degrees of attainment must be expected of persons in varying roles.

Certain of the capabilities listed below are cognitive (C) and can be measured through exams, papers, etc.; others are affective (A) and can be measured through extended observation and/or discussion; others are performance oriented (S) and can be adequately measured only in practicum situations.

I. Language Foundations for Reading								
A. The English language as a communication system								
1. Understands the concept of language as a symbol system for transmitting ideas, information, and feelings	C	1	2	3	4	5	6	7
2. Understands phonemic structure, morphemic structure, semantics, syntactic and intonation patterns	C	1	2	3	4	5	6	7
3. Understands the historical development and the patterns of change in the English language	C						6	7
4. Respects linguistic differences as they relate to sociocultural and economic environment	A	1	2	3	4	5	6	7
5. Understands American English dialects and usage styles	C	1	2	3	4	5	6	7
6. Understands major theories concerned with the processes of language use, especially the process of reading, and the nature of language acquisition	C	1	2	3	4	5	6	7
B. Language development								
1. Understands the principles and stages of physical, socioemotional, and intellectual development	C	1	2	3	4	5	6	7
2. Understands the importance of oral language development as a foundation for beginning reading instruction	C	1		3	4	5	6	7
3. Understands the relationship between continuous language development and readiness for reading achievement at any level	C	1	2	3	4	5	6	7
4. Helps students to develop prereading skills	S	1		3	4	5	6	7
5. Stresses language development in all instructional activities, including play and dramatic experiences	S	1	2	3	4	5	6	7
6. Provides students with experiences for developing, extending, and enriching listening, speaking, and writing skills and relating them to reading	S	1	2	3	4	5	6	7
II. Comprehension								
A. Literal and interpretive comprehension								
1. Develops a functional understanding of comprehension processes	C	1	2	3	4	5	6	7
2. Teaches the tasks of literal and interpretive comprehension	S	1	2	3	4	5	6	7
3. Teaches meaning signals given through language structure and patterns: sentence patterns, punctuation clues, paragraph structures, styles of discourse (narrative, descriptive, expository, argumentative)	S	1	2	3	4	5	6	7
4. Integrates teaching of literal and interpretive comprehension skills with the teaching of the subject matter in the content areas	S	1	2	3	4	5	6	7
5. Teaches meanings of words by developing understanding of context clues, structural clues, figurative language, idiom, and use of dictionary	S	1	2	3	4	5	6	7
6. Teaches students to apply literal and interpretative comprehension skills to materials and tasks of everyday life	S	1	2	3	4	5	6	7
B. Critical comprehension								
1. Develops a functional understanding of the nature of critical comprehension	C	1	2	3	4	5	6	7
2. Teaches students to evaluate material in terms of its recency, accuracy, adequacy, and relevancy	S		2	3	4	5	6	7
3. Teaches students to analyse the logic of statements and to understand the impact of propaganda techniques	S		2	3	4	5	6	7
4. Teaches students to distinguish between reality and fantasy, fact and opinion	S	1	2	3	4	5	6	7
5. Uses varied questioning strategies for developing thinking/reading skills	S	1	2	3	4	5	6	7
C. Reference and study skills								
1. Teaches students to set specific purposes for their reading	S	1	2	3	4	5	6	7
2. Teaches students to use the study aids in books: table of contents, glossary, index, footnotes, appendices, headings, questions	S	1	2	3	4	5	6	7
3. Teaches students to locate materials in a media center/library	S	1	2	3	4	5	6	7
4. Teaches students to prepare and use bibliographies	S		2	3	4	5	6	7
5. Teaches students to use reference materials	S		2	3	4	5	6	7
6. Teaches students to summarize, outline, take notes, and combine information from a number of sources	S		2	3	4	5	6	7
7. Teaches students to very reading rate according to purpose for reading and difficulty of material	S		2	3	4	5	6	7
8. Teaches students to use an independent study method such as SQ3R	S		2	3	4	5	6	7
III. Word Analysis								
1. Demonstrates an understanding of the interrelatedness of word analysis skills and comprehension skills and of the limitations of word analysis in isolation	C	1	2	3	4	5	6	7
2. Understands that a variety of word analysis strategies is required to meet the needs of individual learners	C	1	2	3	4	5	6	7
3. Understands the differences in procedures for teaching word analysis among the various approaches to reading instruction	C	1	2	3	4	5	6	7

SPECIFIC ATTITUDES, CONCEPTS, AND SKILLS

A Attitudes C Concepts S Skills

1 Primary teaching
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7 Specialized training

4. Teaches a) whole-word recognition, b) phoneme-grapheme relationships, c) use of context in conjunction with other clues, d) structural analysis, e) synthesis of phonemic and structural elements, and f) dictionary usage	S	1	2	3	4	5	6	7
5. Conducts a variety of individualized and group activities to stimulate mastery of word analysis skills	S	1	2	3	4	5	6	7
IV. Enjoyment of Reading								
1. Believes that a reading program must strongly foster pleasure in the reading act as well as skill mastery	A	1	2	3	4	5	6	7
2. Sets an example for students by reading extensively for pleasure and professional growth	A	1	2	3	4	5	6	7
3. Is familiar with appropriate materials for the enjoyment reading of students at the level taught	C	1	2	3	4	5	6	7
4. Is familiar with materials designed to appeal to the reading-handicapped learner	C	1	2	3	4	5	6	7
5. Encourages maximum use of the library	S	1	2	3	4	5	6	7
6. Creates an environment that stimulates the desire to learn to read and to continue reading	S	1	2	3	4	5	6	7
7. Assesses, records, and expands students' interests in reading	S	1	2	3	4	5	6	7
8. Tells stories and reads orally in an effective manner	S	1	2	3	4	5	6	7
9. Involves students in creative experiences such as dramatics, puppetry, and choral reading which enhance the enjoyment of literature	S	1	2	3	4	5	6	7
10. Plans creative experiences in literature to develop awareness of the writer's craft	S	1	2	3	4	5	6	7
11. Directs students to books which help them meet personal needs	S	1	2	3	4	5	6	7
12. Promotes the reading of library materials related to the content areas	S		2	3	4	5	6	7
13. Arranges sharing experiences in which students stimulate each other to read for enjoyment	S	1	2	3	4	5	6	7
V. Diagnostic Teaching								
A. Diagnostic evaluation								
1. Regards diagnosis as an ongoing process, not a one-time activity	A	1	2	3	4	5	6	7
2. Uses observational techniques and administers, scores, and interprets both norm-referenced and criterion-referenced tests to assess readiness for reading instruction	S	1		3	4	5	6	7
3. Uses observational techniques and administers, scores, and interprets both norm-referenced and criterion-referenced tests to assess reading ability at each level of reading achievement	S	1	2	3	4	5	6	7
4. Uses observational techniques and administers, scores, and interprets both norm-referenced and criterion-referenced tests to assess ability in skills necessary to read content area materials	S		2	3	4	5	6	7
5. Identifies patterns of behavior which might indicate physical, social, emotional, and/or intellectual impairments that may affect the student's progress in learning to read	S	1	2	3	4	5	6	7
6. Follows the appropriate procedures to refer students to agencies and individuals for in-depth diagnosis	S			3	4	5		7
7. Understands the various methods for estimating achievement level and their limitations	C	1	2	3	4	5	6	7
8. Identifies student interests in and attitudes toward reading	S	1	2	3	4	5	6	7
9. Understands the characteristics, strengths, and weaknesses of different types of measurement devices	C	1	2	3	4	5	6	7
10. Applies principles of test construction to the design and development and/or selection and use of instruments for diagnosis	S	1	2	3	4	5	6	7
11. Develops with physicians, psychologists, counselors, speech and hearing specialists, and other specialists case studies of students who have severe reading deficiencies	S			3	4	5		7
B. Organizing school and classroom for diagnostic teaching								
1. Subscribes to the concept of diagnostic teaching as it applies to every learner	A	1	2	3	4	5	6	7
2. Understands the extent of student variability in language aptitude, experience, and skills attainment	C	1	2	3	4	5	6	7
3. Forms and uses in the classroom several types of instructional groups: power (instructional level) groups for initial instruction, flexible specific skills reinforcement groups, interest/activity groups for personalized application of skills and for enjoyment	S	1	2	3	4	5	6	7
4. Differentiates instruction as indicated by assessment of students' individual backgrounds, personal adjustment, aptitude, interests, and achievement	S	1	2	3	4	5	6	7
5. Uses a variety of materials suitable for differentiating instruction at a number of difficulty levels and for students with varying needs	S	1	2	3	4	5	6	7
6. Systematically records the results of diagnostic assessment and the progress of individual students in the several aspects of reading development	S	1	2	3	4	5	6	7
7. Modifies instruction on the basis of information in student records	S	1	2	3	4	5	6	7
8. Uses differentiated instruction in the teaching of reading in the content areas	S		2	3	4	5	6	7
9. Develops and uses games and other activities appropriate for diagnostic teaching	S	1	2	3	4	5	6	7
C. Adapting instruction to needs of students with varied linguistic backgrounds								
1. Displays a positive attitude toward the ability of all students of whatever socioeconomic, cultural and linguistic background	A	1	2	3	4	5	6	7
2. Accepts and builds upon all of the students' divergent patterns of language in the early stages of transition to the language of instruction	A	1	2	3	4	5	6	7
3. Understands the difference between oral reading errors and those miscues which are the result of speech variations related to special linguistic backgrounds	C	1	2	3	4	5	6	7
4. Adapts instructional techniques to the needs of students with divergent dialects	S	1	2	3	4	5	6	7

SPECIFIC ATTITUDES, CONCEPTS, AND SKILLS

A Attitudes C Concepts S Skills

		1 Primary teaching	2 Post-primary teaching	3 Clinical/remedial	4 Consultative	5 Directive/Supervisory	6 Teacher training	7 Specialized training
D. Instruction of students with special reading needs								
1. Empathizes with reading-handicapped learners and their sensitivity to other persons' reactions to their deficiencies	A	1	2	3	4	5	6	7
2. Understands the nature and multiple causes of reading/learning disability	C			3	4	5	6	7
3. Selects and uses a variety of high interest materials and appropriate techniques for helping students with severe reading/learning difficulties	S			3	4	5		7
4. Uses appropriate techniques for teaching reading to the gifted and talented	S			3	4	5		7
5. Develops, equips, and operates special reading rooms, clinics, or other facilities to aid students with special reading needs	S			3	4	5		7
VI. Program Planning and Improvement								
A. Interaction with parents/community								
1. Understands the importance of involving administrators, teachers, parents, students, and the general public in the planning and development of a program	A	1	2	3	4	5	6	7
2. Knows the influence that social, economic, and cultural patterns have on language development	C	1	2	3	4	5	6	7
3. Obtains parental assistance in the home and in community activities which encourage student growth in reading	S	1	2	3	4	5	6	7
4. Interprets the reading/language program to the community	S	1	2	3	4	5	6	7
B. Instructional planning: curriculum and approaches								
1. Believes in superior reading instruction as a top priority in the educational system	A	1	2	3	4	5	6	7
2. Develops a program in reading that will accommodate the needs of all learners	S	1	2	3	4	5	6	7
3. Leads a community to develop a quality reading program within its financial capabilities	S					5		7
4. Values objectivity in judging differing approaches to reading instruction	A	1	2	3	4	5	6	7
5. Appreciates the concerns of content area teachers regarding problems they face in teaching reading as well as content	A			3	4	5	6	7
6. Uses techniques which interrelate skills and abilities of language development, word analysis, comprehension, flexibility of rate, study skills, and literary appreciation	S	1	2	3	4	5	6	7
7. Has broad familiarity with developmental, supplementary, nonprint, and library materials useful in teaching reading	C	1	2	3	4	5	6	7
8. Understands several instructional approaches, including group instruction in a developmental reading series, individualized self-selected reading, individualized systems-management approach, language experience approach	C	1	2	3	4	5	6	7
9. Organizes groups of students to provide the most efficient use of time available for reading instruction	S	1	2	3	4	5	6	7
10. Organizes groups of teachers in preservice and inservice education to provide the most efficient use of time for reading education	S				4	5	6	7
11. Uses processes involved in curriculum construction and revision	S				4	5	6	7
12. Plans for the integration of reading instruction with other elements of the curriculum	S				4	5		7
C. Initiating improvements								
1. Believes there are individual differences among adults just as there are among children and that this requires multiple approaches to the development of their professional growth	A				4	5	6	7
2. Is willing to counsel objectively with college students whose personality and/or ability precludes the likelihood of their success as teachers of reading	A						6	7
3. Uses a variety of professional resources in seeking solutions to instructional problems in reading and language development	S	1	2	3	4	5	6	7
4. Applies principles of adult psychology in analysing problems of resistance to instructional change and in leading staff, either in groups or as individuals, around obstacles to progress	S				4	5		7
5. Conducts needs assessment/action research to determine program weaknesses	S				4	5		7
6. Participates in a needs assessment/action research to determine program needs	S	1	2	3	4	5	6	7
7. Works with staff to specify the objectives for a total program of reading instruction	S				4	5		7
8. Plans, conducts, and evaluates inservice programs in reading instruction	S				4	5		7
9. Conducts research in reading instruction	S				4	5	6	7
10. Plans and prepares materials such as bulletins, curriculum guides, journal articles, project analyses, and information releases	S				4	5	6	7
11. Coordinates activities of administrators, teachers, reading personnel, paraprofessionals, volunteers, and other concerned adults in operating an integrated, efficient, total reading program	S				4	5		7
12. Contributes to curriculum development, school personnel policies, and administrative policies related to reading instruction	S	1	2	3	4	5	6	7
13. Uses supervisory techniques appropriate to the task and personnel involved	S					5		7
14. Uses efficient budget procedures	S				4	5		7
15. Functions as a resource person with special knowledge of diagnostic teaching procedures	S			3	4			7
16. Uses effective procedures for evaluation of professional reading personnel	S					5		7
17. Uses effective procedures for evaluation of reading programs school or systemwide	S				4	5		7
18. Prepares statistical data	S					5		7
19. Joins and is active in organizations which stimulate professional growth	A	1	2	3	4	5	6	7

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July 17, 1980

The Honorable Claiborne Pell
Chairman, Subcommittee on Education,
Arts and the Humanities
Committee on Labor and Human Resources
United States Senate
Washington, D. C. 20510

Dear Senator Pell:

I enclose written testimony supporting the Youth Education and Training Bill from the International Reading Association.

Attached to the statement are two documents:

1. a position statement on the Initiative drafted by a task force of the International Reading Association which has been shared with the Administration;
2. "Guidelines for the Professional Preparation of Reading Teachers," which describes the various roles of reading teachers in our schools and the specific attitudes, concepts and skills which they should have in order to be successful.

Support of this bill should be an important concern of all involved in education.

Very truly yours,

Ralph C. Staiger
Executive Director

RCS:ac

Enclosures

INTERNATIONAL READING ASSOCIATION

WRITTEN TESTIMONY

To The Senate Subcommittee on Education, Arts and The Humanities

July 17, 1980

YOUTH EDUCATION AND TRAINING BILL

The International Reading Association is comprised of 65,000 members who are concerned with effective reading education. Although the Association has members in over 70 countries, the great majority of them are in the U.S. Many of these members are concerned that a very definite and definable group within our population does not have the skills necessary to become full members of our society. It is for this reason that the International Reading Association supports the Youth Education and Training Bill.

It is our belief that the problems of the unemployed youth in our country are not ones that can be solved by educators alone. It is for this reason that we support the integrated package which the Administration has put forth. Regardless of how well they are taught, basic literacy acquired in isolation from job skills and from employment opportunity and experience will have little meaning or effect on the majority of the disenfranchised youth which this bill is intended to assist.

Throughout the oral testimony presented before Senator Pell's Committee, the question was raised: Is this indeed one step forward after two back have been taken? The Association believes that the budget cuts have been damaging to education in general. Money from Title I and Title IV C of the Elementary and Secondary Education Act are vitally needed by our society; however, these programs are not targeted in the same manner nor designed to have the same effect as the Youth Education and Training Bill. It is our collective belief that, in order for positive change to occur, the Youth Education and Training

Bill must be school-wide and should be designed by those people working with the targeted youth. This does not mean that we believe that the extant programs would have a marginal effect if more federal dollars were made available through them. It is our contention that by having states supervise proposals and require program outlines and by including training programs for principals and teachers who will be in contact with these youth, change is more likely to occur.

For the record, we would like to share two documents. One describes those elements which are needed on school-level type programs. The other document is the International Reading Association's "Guidelines for the Professional Preparation of Reading Teachers." We believe that the most critical factor in educating our youth will be qualified professionals. Without professional guidelines, it will take years to develop a cadre of trained, effective reading professionals.

It is also our belief that the entire package (consisting of Title II as the educational program and Title I the training program) ensures greater potential for educators and trainers to work together. We do not see this happening at first; there will be distrust and suspicion concerning who is serving the targeted population. A bridge must be built, however, and for this reason we support the concept of a school-site council or an expansion of the role of the council in the CETA legislation.

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A POSITION STATEMENT

In preparing this position statement, the IRA Task Force on the Youth Education and Employment Initiative recognized the following conditions relative to its task:

1) The program is a compensatory effort similar to Title I and located in 3000 of the poorest school districts around the country. It is designed to provide basic education and employment skills to low-achieving students. Since adolescents who have achieved at a low level for several years almost always exhibit poor motivation for any type of academic activity, the program must be designed to serve their attitudinal as well as their academic needs.
2) In an increasingly technological economy very few employment opportunities are available for persons with low ability in the basic literacy skills. Goals of the program, therefore, must accommodate the needs of persons in positions such as office work and the skilled trades in which the opportunities for employment exist now and in the foreseeable future.

3) Planning for programs in each of the 3000 school districts should be based on a local needs assessment to insure that local employment opportunities are recognized and accommodated.

Schools chosen to receive funds under this program should already have the following characteristics or should include specific plans for achieving them:

1) A thorough local needs assessment which looks at results of present instruction in basic skills, qualifications of teachers for basic skills instruction, materials available, local employment opportunities, etc.
2) A total staff well trained to teach students how to apply basic reading-study skills in all content subjects and in all types of required materials.
3) Highly supportive administrator(s) who have or will acquire training/experience background in basic skills instruction. These persons must provide outstanding leadership in developing and implementing the program, on-going evaluation of the instruction, and support for the staff.
4) Extraordinary attention to motivational aspects of the program. Students must be encouraged to feel proud of their school and of their own achievement. This can be realized only if they succeed where they have previously failed and if they frequently and clearly perceive the relevance of the instruction to their personal goals.

5) Commitment of the entire staff to the goals of the program supported by positive belief that the students can and will achieve their goals. These positive expectations must be frequently and dramatically demonstrated to the students themselves.
6) Classroom instruction carefully designed to be responsive to the students' needs as diagnosed and to the specific tasks, skills, and attitudes which represent the defined goals of the program.
7) Provision of special instruction for those students whose achievement is so low that they require more attention than can be provided in regular content classrooms. Procedures such as attendance in resource rooms, small-group activities, and one-to-one tutoring should be provided in addition to (not in place of) classroom instruction.
8) Minimum interruptions of students' on-task attention during instruction together with maximum teacher-pupil interaction. Mechanical devices and so-called self-teaching devices and materials should play a minor part in instruction.
9) Diagnosis of individual student skills. Such diagnosis should begin with a general screening device to identify students whose skills are already adequate and whose low-level performance is caused by attitudinal or other factors. Students falling below a predetermined cut-off

point in the initial screening should take a more definitive type of test such as a standardized diagnostic test which will identify general areas of weakness and strength. Individualized criterion-referenced testing (often informal) within identified areas of weakness will provide the information necessary for efficient instruction.

10) Continuing evaluation of student progress in the program. Instruments and procedures for evaluation will not be restricted to the use of standardized tests. They will include materials closely resembling those the students will have to read, including a) materials required in academic courses they must take and b) materials which are job-specific.

11) A strong counseling component. Ego reinforcement as well as very practical information about employment opportunities is essential.

The characteristics listed above can be expected to be present in schools where:

1) both the content teachers and the compensatory teachers possess the competencies identified in the appropriate role descriptions of the IRA Guidelines for the Professional Preparation of Reading Teachers;

2) materials are provided which are appropriate for the varied needs, abilities, interests, and life goals of the students and are designed to help the teacher explain the

various aspects of the reading/study process to the students so that they clearly understand what they are doing and why they are doing it and can transfer what they learn to related situations. This requirement eliminates materials which merely provide practice or drill unless both the teacher and the student clearly recognize their nature and use them for practice purposes only after instruction has been provided;

3) all aspects of the program are coordinated. Content teachers and compensatory teachers work in close harmony with each other, with administrators, with all support personnel. Everyone is a member of a team which focuses on the achievement of the individual student;
4) adjustments are made in school grading and reporting systems to the end that students are rewarded for gains rather than punished for low achievement;
5) there is a permanent, accessible site -- reading area, laboratory, special room -- from which the activities of the program radiate. Also, each teacher of basic skills has adequate space in which to develop an environment which will reinforce his/her efforts to "sell" the importance of the program;
6) information, both academic and personal, about individual students in the program is readily accessible to the staff working with the students. It must be assumed that all members of the staff can be trusted to use this information with discretion;

7) there is a strong support team in the school district: reading consultant(s), counselor(s), psychologist(s), social worker(s), speech and hearing specialist(s), etc.;
8) an advisory council of parents, business and industry persons, professional groups, and others provides community contacts crucial to a program designed to help young adults achieve employable status in the community;
9) intensive inservice training is required of all administrators, all support personnel, and all content teachers, both academic and vocational, who will participate in the school district's effort in the Youth Education and Employment initiative. A substantial segment of this training must occur before the program is undertaken. Training should also be ongoing throughout the life of the program.

The Task Force further recommends two steps to be undertaken as soon as funding makes them possible:

1) the identification of several replicable programs for low-achieving secondary school youth, programs which have been in existence for at least three years and have accumulated data to indicate their value. These programs should be described in detail in a publication to be made available to the 3000 school districts to be funded under the new legislation. The purpose should be clearly stated: not exact replication of the programs described but provision of ideas to be adjusted and adapted as new districts begin to plan.

2) the identification of a group of persons qualified by training and experience to be the leaders for the massive inservice effort necessary for the success of the new program. There are only a few qualified persons in the entire country. There is no way these persons could, themselves, carry on the necessary inservice work with the staffs of 3000 school districts. They could, however, instruct less qualified specialists, modify teacher attitudes, provide materials, and plan programs so that these second-level trainers could provide the assistance so necessary to the staffs of the school districts involved.

It must be recognized that, although a considerable body of theory about secondary reading instruction exists, not a great deal of practical application of theory has occurred. It must also be recognized that very few secondary teachers have taken even one course in methods of reading instruction. Certification regulations and college requirements have only recently acknowledged the fact that secondary school students still have much to learn about the techniques of efficient reading, particularly when the requirements of reading become so varied at the secondary level. The manual in an electronics course is not very much like a world history textbook, and teachers must be helped to use all kinds of reading materials for instructional purposes.

It must also be recognized that low-achieving students between the ages of 14 and 21 are the most difficult to motivate and, therefore, to teach.

The three reasons cited above are behind the very strong recommendation of the Task Force that immediate steps be taken:

1) to identify good models;
2) to identify and recruit a group of top-tier professionals to work with trainers who will provide the inservice instruction at the local or regional level so necessary to the success of the program.

William Eller
Don Hittleman
Richard Long, ex officio
Evelyn Mason
Olive Niles, Chair
International Reading Association Task Force on
the Youth Education and Employment Initiative

NATIONAL COMMISSION FOR EMPLOYMENT POLICY
1522 K Street, NW, Suite 300
Washington, D.C. 20005

(202) 724-1545

May 22, 1980

Honorable Claiborne Pell
Chairman, Subcommittee on Education,
Arts and Humanities
Senate Committee on Labor and
Human Resources
Room 4230 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Pell:

The National Commission for Employment Policy is pleased to forward the attached statement on the principles that should guide employment and training policy in the present recession and that should be pursued to achieve a sustainable high level of employment.

The Commission will continue to monitor the changing employment situation and will, if the situation warrants, submit additional recommendations.

The Commission and its staff stand ready to assist the Congress in any way in which they may be helpful.

Sincerely,

Eli Ginzberg
ELI GINZBERG
Chairman

POLICY STATEMENT
OF THE
NATIONAL COMMISSION FOR EMPLOYMENT POLICY
ON
THE ROLE OF EMPLOYMENT AND TRAINING POLICIES
IN THE EARLY 1980s

May 1980

NATIONAL COMMISSION FOR EMPLOYMENT POLICY

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Vice Chairman, Pima, Arizona County Board of Supervisors

Ruth B. Love
Superintendent, Oakland, California Unified School District

Austin P. Sullivan, Jr.
Vice President, General Mills, and Chairman of the Minnesota Governor's Council on Employment and Training

Julius B. Thrower
Admissions Director, S.D. Bishop State Junior College and Vice Chairman of the American Association of Minority Veterans Program Administrators

THE ROLE OF EMPLOYMENT AND TRAINING POLICIES IN THE EARLY 1980s

The National Commission for Employment Policy was established to advise the President and the Congress on the nation's employment and training needs, policies, and goals. With unemployment now at seven percent, persistently high inflation and a recession at hand, the Commission believes that employment and training strategies must be utilized to help alleviate the immediate burden of the recession and to contribute to a more stable economy over time. Nothing can more effectively defeat whatever employment gains minority citizens, women and young people have made during recent years than a prolonged recession and the inevitably higher unemployment that would accompany it.

Inflation and unemployment must be fought concurrently. To this end there is no substitute for effective monetary and fiscal policies. Still, employment policy, targeted properly and applied effectively, can help reduce the burden of a recession by providing temporary income support and employment and training opportunities. For the longer term, employment policy can make a significant contribution in assisting the structurally unemployed to obtain regular jobs; in restraining inflation; and in helping to move the economy toward full employment, the early achievement of which must remain a high priority national goal.

During the past two decades a number of programs and strategies have been designed to deal with recessions, as well as with long-term structural unemployment. The recommendations below are based on the Commission's review of this experience, and its preliminary assessment of the factors now contributing to rising unemployment. The Commission's objective is to recommend what it believes to be the most productive, non-inflationary programs, as well as appropriate monetary and budgetary decisions, to deal with present economic conditions and to offer guidance for the longer term. If the response to each crisis is not to be hastily designed, ill-timed, and ineffective, it is essential to understand which employment and training strategies work best in different situations, as well as how and when they should be used.

The Commission will continue to monitor the employment and unemployment consequences of the recession, and if the situation warrants, will make additional proposals. However, the Commission urges the early adoption of the following recommendations to help alleviate the immediate burden of the recession and to move toward a more balanced economy:

1. Monetary and fiscal policies should be established immediately that are consistent with steady, non-inflationary employment growth.

The strong federal responses to the financial crisis earlier this year should be replaced by a monetary and fiscal policy posture that aims to restrain the growth of unemployment and that will lead to a reduction in the overall unemployment rate as soon as possible, consistent with the accomplishment of other priority economic goals. Failure to do so will only exacerbate a national economic decline that already threatens to rival the recession of 1974-75 in length and severity.

2. Unemployment insurance, a major safety net for unemployed workers, should not be relied upon beyond 39 weeks. Monetary and fiscal measures must be pursued to prevent a prolonged recession. In addition, Congress and the Administration should immediately begin exploring the feasibility of permitting unemployment insurance benefits to be paid to workers who are being trained for scarce skills or who agree to a reduced work schedule in lieu of being laid off. The decision to participate in such an arrangement should be made jointly by the employer and the employee or his/her bargaining agent. For workers who have little prospect of being recalled, retraining or assistance in the search for work in new fields should be made available. For those still in need of assistance after 39 weeks, training and public employment opportunities would be preferable to the general extension of unemployment benefits.

3. Trade Adjustment Assistance benefits are growing rapidly. Their growth, along with the enactment of similar dislocation programs, highlights a particular type of employment problem which is exacerbated by a recession, as recent unemployment figures dramatically indicate. Legislation is now before Congress to extend these dislocation programs even further. It is clear that the performance of the economy is dependent in no small part on the ability of the United States to compete successfully against other advanced industrial economies where close cooperation exists among government, employers, and trade unions, especially with regard to the expansion of foreign trade. In addition, key American industries,

employing millions of workers, face major problems of restructuring to assure their long-term competitiveness.

As part of a long-term strategy the Commission recommends a thorough review of adjustment assistance and related programs. Such a review should examine the goals of adjustment assistance and the obstacles to achieving these goals and should provide for a clear articulation of the relationship between "special" employment protection programs and unemployment insurance. Adjustment assistance, like unemployment insurance, should not become a substitute for the implementation of more effective reemployment policies.

The adjustment assistance mechanism is neither broad enough nor deep enough to respond effectively to the restructuring problems that face parts of our major industries, such as the automobile and steel industries. Far more comprehensive policies and programs, requiring the cooperation of business, trade unions, and government, will be necessary to revitalize those weakened sectors which have the potential for recovery and to exploit fully the opportunities for economic growth at home and abroad.

4. Youth education and training programs aimed at improving the employability development and employment opportunities of disadvantaged youth should be expanded. Youth, especially minority youth, suffer disproportionate rates of unemployment at all times and during recession their employment losses tend to be greater than those incurred by older workers. Pending youth education and employment legislation should be enacted and initial funding authorized without delay for implementation of these youth programs.

5. Public Service Employment (PSE) is most effective when targeted on the structurally unemployed, those with the least attachment to the labor force, and those who have been unemployed the longest. PSE should not be viewed as a major countercyclical device but, when properly targeted on individuals and areas, should be expanded when recession deepens. There are limitations to the

additional numbers of workers state and local governments and non-profit organizations can quickly absorb, and careful planning is essential for the build up or phase down of the program. The purpose of PSE should not be to provide financial assistance to state and local governments to retain regular public employees; such an objective might better be accomplished through antirecessionary revenue sharing directed toward this purpose.

6. Public works are useful tools as part of a long-term strategy to increase employment in economically-depressed areas and, if in place, can be expanded in times of recession to provide additional employment opportunities. In general, they have not, in the past, been effective antirecessionary measures due to long start-up times.

7. National priority programs, such as energy conservation, transportation, community health care and other human services, operated directly through government entities or contracted through non-profit or for-profit organizations, offer opportunities to attack structural unemployment and inflationary pressures. In funding such programs the government should require the employment of a percentage of disadvantaged youth and adults. If the recession deepens, these programs should be expanded when they can be implemented on a timely basis.

8. Private sector involvement in employment and training programs, despite previous adverse experience, can be sustained during periods of recession. Two relatively new approaches for promoting such involvement, the Targeted Jobs Tax Credit (TJTC) and the Private Sector Initiatives Program, should be vigorously pursued. Marketing efforts on TJTC should be intensified, and the Private Industry Councils should be urged to identify skills in short supply, to seek to improve the content of training programs, and to expand private sector involvement into the entire public employment and training system.

9. Training, retraining, pre-apprenticeship training, and upgrading are valuable activities even in a recession, if tied to local labor market needs and real job opportunities. Training can be conducted at less

social cost in a period when labor markets are slack and should be an important part of both an antirecessionary and a long-term strategy. Now is a good time to begin to identify skills that are likely to be in short supply after the recession and to equip jobless workers with these skills.

10. Effective planning and delivery systems are crucial to the short- and long-term success of employment policies. This requires core program stability, adequate lead-time for program implementation, and flexibility to respond to local economic conditions. There can be no greater obstacle to either an antirecessionary or a long-term policy than constantly changing signals and hastily implemented or suddenly discontinued programs. Efforts should be continued to strengthen linkages between economic development, social services, income maintenance, education and employment programs. Prime sponsors and related service agencies should be encouraged to begin immediate development of local strategies to deal with the recession and be allowed the necessary flexibility to implement their local strategies, consistent with national goals.

Statement of the
AMERICAN LIBRARY ASSOCIATION
on S. 2385
Youth Act of 1980
to the
Subcommittee on Education, Arts and Humanities
of the
Senate Labor and Human Resources Committee

June 26, 1980

This Statement is submitted for the hearing record on S. 2385, the Youth Act of 1980, on behalf of the American Library Association, a nonprofit educational organization of over 35,000 librarians, library trustees and public-spirited citizens dedicated to the development of library and information service for all the American people. ALA's Young Adult Services Division represents more than 2,000 librarians who work with adolescents in public, school and other institutional libraries. We are very much aware of the problems of youth and unemployment and are, therefore, writing in support of the concepts inherent in the youth legislation before the subcommittee.

None of the problems addressed by the legislation, i.e., minority youth unemployment, lack of basic skills and provision of more job opportunities and training for youth, can be easily solved. What is evident is the need for such legislation to broaden efforts in the community in order to alleviate the problems and to begin educational programs earlier to prepare young people for the world of work.

School and public libraries have given high priority in recent years to providing materials for young people on career opportunities and job information while school curriculums have encouraged research and study in this area. In addition, public libraries have a long history of offering young people their first employment experience. Currently, libraries cooperate with other educational and vocational programs to help provide training and job skills for youth. While all of these programs have reached some of the intended audience it is very evident that no one program can adequately serve the needs of this diverse group. A variety of approaches must be used.

The public library as a community based informational and educational agency can and does serve as a support for a variety of programs designed to enhance the job prospects and career opportunities of young people. Many libraries already provide information on local employment possibilities and materials which aid and support training programs offered by schools and other prime sponsors.

This kind of community based coordination and cooperation between public and private agencies can only enhance the effectiveness of legislation to aid youth. It is in this light that the Young Adult Services Division of the American Library Association offers its support of programs such as this which offer increased opportunities for the training and employment of youth.

BOARD OF EDUCATION
CITY OF CHICAGO
228 NORTH LASALLE STREET
CHICAGO, ILLINOIS 60601
TELEPHONE 641-4141

ANGELINE P. CARUSO
INTERIM GENERAL SUPERINTENDENT OF SCHOOLS
TELEPHONE 641-4400

June 25, 1980

Dear Senator Pell:

I appreciated your invitation to appear before the Senate Subcommittee hearings on SB 2385, The Youth Act of 1980. However, the views expressed by my colleague, Mr. Robert Wood, Superintendent of Boston Schools, coincide, for the most part, with my position on the recommended legislation.

We are aware that you and members of the Subcommittee have ambivalent feelings concerning the Administration's recommendations inasmuch as "tested" educational programs are being affected by Congressional rescissions. We share your concern that a number of needy youth will suffer from these cuts. As superintendent of an urban school system, I am concerned with the need for fair funding in all federal elementary and secondary programs. However, SB 2385 is an educational initiative that does offer the promise of developing a partnership between education, labor and private industry. Such programs have been very successful and beneficial to our young people in Chicago although on a limited scale. Additional resources are required.

The President and your committee are to be commended for the wide-ranging proposals that have been formulated and committed to solving one of the nation's most serious urban problems. The Youth Act contains major education, labor and private sector ingredients to alleviate youth unemployment at its core. The problem's persistent continuation has remained a serious blight on the egalitarian principles of our society. We must act now.

You have established a long record of support on the essential needs of our young people. I am confident that your committee is aware of the short time factor and will move quickly to vote out a bill so that floor action can be taken.

Sincerely yours,

Caruso
Angeline P. Caruso
Interim General Superintendent of Schools

APC:jp

Honorable Claiborne Pell, Chairman
Senate Education, Arts, and Humanities Subcommittee
325 Russell Senate Office Building
Washington, D.C. 20510

American Educational
Research Association

STATEMENT SUBMITTED TO

THE UNITED STATES SENATE
COMMITTEE ON LABOR AND HUMAN RESOURCES
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

concerning

THE YOUTH ACT OF 1980 - TITLE II
Basic Education & Employability Skills for Low-Income Youth

RESEARCH, EVALUATION, AND DEVELOPMENT (including professional development) PROVISIONS

Contact: David H. Florio, Ph.D.
Director - A.E.R.A.
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June 1980

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THE YOUTH ACT OF 1980 - TITLE II

Basic Education & Employability Skills for Low-Income Youth

EXECUTIVE SUMMARY

Title II of the Youth Act addresses one of the most important difficult challenges facing education agencies and communities across the nation: the adequate provision of basic education and employability skills for low-income youth. Whenever a legislative initiative of this magnitude is undertaken, it is essential that such AUTHORITY INCLUDE SUPPORT FOR THE DEVELOPMENT AND USE OF KNOWLEDGE AND INFORMATION (including evaluation) AND EDUCATIONAL RESOURCES REQUIRED TO MEET THE CHALLENGE SET FORTH IN THE PURPOSES OF THE LEGISLATION. We, therefore, strongly recommend that Title II include the following provisions*:

I. A specific set-aside of funds to support a program of research and studies which will address:

a. the implementation of Title II;

b. instructional and related service resources and organizational and managerial arrangements (including coordination with Title I and other federal, state, and local programs) required to address the basic education and employability skills needed by low-income youth;

c. federal, state, and local policies and priorities relating to the youth eligible to be served under the provisions of Title II; and

d. social, economic, employment, and demographic conditions and trends which affect the current and projected education and employment needs of low-income youth in various settings and areas of the nation.

II. A specific set-aside of funds to allow organizations and agencies (providing assistance to Title II eligible schools) to adjust their resource capacities to meet the needs of school-site programs. Such resources include applied research (including need sensing), evaluation, professional development (including teacher, administrator, and support personnel), and knowledge use capacities. Such institutions, in addition to state and local education agencies, include institutions of higher education and independent research and development organizations.

III. Program evaluation and policy assessment provisions which take into account:

a. divergent knowledge and information needs of 1) local school, school district, state and federal education staff, 2) policy makers at the local, state and federal levels (including legislative and executive branches), and 3) client, constituency and other interested publics;

b. (particularly for outcome studies) program implementation and adjustment requirements, context-specific conditions of program settings, and the time needed for instructional and related program treatments to have an effect on the eligible youth population;

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*An amendment is attached which will accomplish I and II above. It is suggested that the legislative history and report language be used to clarify III, evaluations and assessments.

c. (particularly with regard to national policy studies) the timing needs for policy relevant information (e.g., legislative cycles, reporting deadlines, and administrative adjustments);

d. the need for comparable data on programs (in both Title I and II) providing similar services through different agencies (or to provide understanding why it is inappropriate or unfair to make such comparisons, e.g., programs operate under differing standards, serve distinct clients, or serve different purposes);

e. the need to make data available from evaluation and studies efforts for purposes of secondary analysis (and critique), syntheses and aggregation efforts to expand the understanding of various program and policy effects in divergent settings, and increased use of relevant data. Such reviews, syntheses, and analyses will encourage the appropriate use and reduce premature judgments about program and policy effects; and

f. the limitations on the state of research and evaluation methods in relation to the divergence and complexities of policies and programs implemented under the provisions of Title II.

RATIONALE

The challenge presented by Title II will involve, in addition to instructional and related youth services, knowledge and information resources, evaluation and assessment assistance, and the professional talent and skill necessary to meet the tasks required. All too often major legislative initiatives have moved ahead without adequate provision for these resources and capacities at the "front end" of policy and program development and implementation. By including these provisions at the initial stages of this major education initiative, both program and policy starts and later adjustments will be conducted from a greatly enhanced knowledge base, resource capacity, and ability to assess the program effects. The following is a rationale for each of the provisions recommended.

Why a research and studies program?

We currently have a growing base of knowledge with regard to the manifestations of the current problems related to youth education and employment (including the concern for employability skills needed to gain and maintain jobs). What we do not adequately understand are the many of the root causes and how they affect youth in different settings. Without increased understanding, current assumptions may lead to limited or obsolete program treatments. The legislation draws upon a solid base of research to direct programs at the school site, include in the initial planning those involved in program implementation, and require significant links between the education and employment sectors. We also know that some programs have been effective in providing necessary skills and transition from education to work. We also know that accomplishing these aims is hard work designed to "fit" the specific setting and social environment of the programs and youth which they serve. We do not have an adequate knowledge base with regard to the transfer of program treatments to other settings, what treatments and organizational arrangements will need adjustments, or if initial job entry may lead to "cul-de-sac" employment limiting future advancement or economic self-sufficiency.

We are gaining a richer understanding of what effective schools in low-income areas look like (e.g., support and leadership by the principal; a school-wide focus is on basic and academic skills; teachers are involved and "buy into" the mission of the school; the schools are stable; and discipline and order are maintained). We need to know more about how these circumstances come about or can be achieved. We need to understand the impact of the community and what the student brings to the school and learning setting. We need to address situations where current policies (federal, state, local) may act in counterproductive ways with regard to achieving a mission-focused, stable, orderly, and productive education program. A good deal of the literature on effective schools is based on elementary grades. Do similar or different conditions apply to junior and senior high schools or are additional program efforts needed to gain a stable school population and a working relationship with the employment sector?

Some of the settings with high concentrations of low-income youth are in a state of flux with regard to social, demographic and economic conditions; others have static conditions, but limited employment entry opportunities; and still others have increased employment opportunities but advanced skill and knowledge requirements needed to take advantage of them. These conditions and their future trends must be understood in order to develop, implement, and adjust programs to meet the needs of low-income youth.

In sum, it is not enough to understand the most apparent manifestations of a problem. Causes and changing circumstances must be understood and projected. It is not enough to set new programs into operation without understanding the impact of related policies, programs, and conditions. It is not even enough to understand and state what is needed; it is necessary to understand the resources available or in need of development and the barriers and constraints to accomplish needed effects. It is damaging to insist upon needed knowledge, information, and educational resources after efforts have been planned or initiated, only to find that inadequate provisions have been built into program development, adjustment, and evaluation. We have already experienced too many judgments about the "success or failure" of federal programs without an adequate understanding of the degree to which programs were actually implemented. Finally, as experienced in the need to mandate a congressional study of ESEA Title I nearly a decade after the initial legislation was enacted, provision for data bases and knowledge development efforts should accompany the initial legislation in anticipation of policy review and legislative reauthorization.

Why a resource capacity building - adjustment program?

Title II appropriately focuses on the school site as the center for program planning, development, implementation and evaluation. Principals, teachers, and support personnel are asked to accomplish these tasks in collaboration with parents, community groups, employers, labor groups, and local government officials. School people will, in addition to state and local education agencies, call upon a variety of resource institutions and organizations to assist them in meeting the challenges inherent in these tasks. In the past, ad hoc arrangements have been made with individuals or organizations willing to participate. Little attention has been given to developing an infrastructure of support from organizations and institutions already having missions and resources devoted to research and evaluation, professional development and training, and the use of research knowledge to improve educational services. Limited funds for the leaders of these organizations and institutions will provide for an adjustment of resource capacities, allowing for an institution/organization-to-school support structure. Such a structure will increase the resources available from an institution/organization commitment which reaches beyond the contracting of individual resource talent.

The tendency to create or establish alternative resource centers often overlooks resources available in existing institutions and organizations. The educational research and professional development community has significantly increased and improved working relationships with local schools and education agencies. This legislation should take this opportunity to increase this important trend by providing resource capacity adjustment grants to organizations and institutions with resources needed by school sites.

The need to clarify program evaluation and policy assessment provisions.

Different audiences.

The legislation places a heavy burden on schools to establish goals and objectives and to evaluate progress toward achieving them. Future Title II support is contingent upon progress toward these benchmarks or standards of achievement. The above provisions for research and studies and resource assistance will greatly enable local schools to determine reasonable criteria and standards of progress. The added importance of program evaluation, tied to continuing Title II support, mandates that program evaluations be conducted with great care and understanding. The legislation also implies that program and policy assessments and studies will have significantly different purposes for different audiences. Local schools will need "process" evaluations to determine the progress and barriers to successful implementation of program plans. Such evaluations will be necessary for informed program adjustments to meet various local contingencies. School districts will need to understand the implementation and operational progress of programs in order to make informed judgments about the relative estimates of "outcome studies." State and federal administrators will need to understand both process and outcome studies; however, they will also need to understand both district and school-site implementation of program requirements (for monitoring and compliance reviews). These agencies will also need to understand the convergence of Title II and other state and federal policies and programs in order to determine the supports and constraints to achieving school-site and policy purposes.

Legislative and executive branch policy makers need much of the above information; however, they will also need broader estimates of policy effects and the degree to which legislative purposes are implemented and achieved. State and national policy studies are not necessarily congruent in design or purpose with formative evaluations designed to assist school-site program adjustments and improvements in operation. Through sampling studies and secondary analysis or macro-analysis of existing state and local data, such broad scale studies will be more useful in determining policy adjustments and making legislative reauthorization decisions.

Accommodation to setting and time requirements.

In addition to differing audiences, evaluations differ with regard to focus and purpose (and cost). Implementation and process studies focus, for example, on what resources, student population, program treatments, and organizational arrangements are included in school-site efforts. Outcome studies focus on the program effects relative to students, personnel, and schools. Both process and outcome studies are necessary, but alone neither is sufficient. In order to make sense of the estimated program effects, it is necessary to understand the conditions under which programs are implemented, adjusted and operated and the time needed for program treatments to have an impact on the target youth population. Outcome studies will also focus on both short and long-term effects of program treatments. For example, we know that some schools suffer from high turnover of students and professional staff.

In order to make judgments on the progress toward purposes, goals, and standards of school-site programs, it is important to understand the specific context in which those programs are operated.

Timing of reports.

Legislative committees and administration policy makers operate on different time frames than local school districts and sites. It is important that national policy studies and data bases are available in time to meet the reporting deadlines and legislative reauthorization cycles of the Congress. Since Title II is to be authorized for a five-year period (one year of planning and four of implementation and operation) short-term reports must be developed for the purposes of federal policy makers. Under these conditions, long-term program effect estimates will be limited. Data will focus on implementation of policy [illegible]essional intent. The difficulty of achieving the legislative purposes makes it important that policy makers avoid premature judgments about relative "success or limitations" of Title II programs. Data bases, put in place at the front end of programs, can be adjusted on a continuing basis and aggregated for reports to meet legislative cycles. Outcome studies will provide only limited estimates during the first reauthorization cycle and should be viewed as short-term indicators. Long-term estimates of program effects and policy assessments will be facilitated through the combination of sampling studies, longitudinal inquiry, and additional analysis of available data.

Comparable data or understanding of in and out-of-school program differences.

There are authorities in Title I for providing similar educational services to different student populations. Comparisions of program operations and outcomes must be made with a full understanding of the different resources and student populations and agencies operating Title I and Title II programs. It would, for example, be misleading to make comparable judgments of in and out-of-school programs which operate under different standards or with significantly different types of youth populations. Where similar standards of achievement are sought, it is possible to make comparative judgments on the basis of similar measurements or assessments, provided that the characteristics of student populations for each type of program is clarified. Such judgments, however, are inappropriate when different agencies work toward dissimilar purposes and standards. For example, educational services may be provided for out-of-school youth; however, the principal goal is to provide work experience for the youth population. It would be inappropriate to make success/failure comparisons with in-school populations, where work experience is one part of the program plan and the central purpose is to provide long-term education and employability skills which youth can use for job transfer and mobility.

Additional analyses and limitations.

Educational evaluation is in a continuing state of improvement. There have been significant state-of-the-art and science advancements over the past decade; however no outcome study is limitation free. Limitation in evaluation design, however, does not necessarily imply that the data collected is of little value. Secondary or re-analysis of evaluation study data or meta-analysis (broad scale analysis of different studies) is possible and can lead to greater understanding of program operations and effects. The importance of school-site studies also makes it important for evaluations to be cirtiqued so that inappropriate or premature progress judgments are not made. Provisions, therefore, must be made for evaluators and researchers to have access to various study data.

CONCLUSION

Title II presents both significant opportunities and challenges in addressing the need to advance the education and employability skills of low-income youth. The recommended provisions in our statement are designed to enhance understanding, improve the chances of meeting policy purposes and program intent, and provide informed judgments about the effects of policy and program. Powerful lessons from prior federal education programs provide the insights needed to support these provisions for a) a program of research and studies, b) support for facilitating resource adjustments to meet the needs and tasks of the legislation, and c) provisions to improve policy assessments and program evaluations and to enhance their use in program and policy decisions. It is already understood that programs authorized by this legislation will reach, directly in the initial years, only a fraction of the eligible student population. These provisions for studies, resource use, and evaluation and assessment will provide important knowledge and information to other schools and education agencies attempting to deal with low-income youth. The members of the American Educational Research Association are actively working to advance knowledge and develop information related to low-income youth. These provisions will offer the needed support to focus attention on this important educational initiative. It is too important to wait until program plans have been made and educational services begun to establish adequate study and resource capacities. Such provisions must accompany the initial legislative authorization.

Attachment

Title II of the YOUTH ACT OF 1980
Suggested section conderning RESEARCH AND PROFESSIONAL DEVELOPMENT

To be funded through a set-aside from appropriations made available for Title II, Education and Employability Skills for Low-Income Youth

"Sec. ____ ( ) 2 percentum, or $20,000,000, whichever is less, shall be made available to carry out section ____ of this title, relating to research and professional development activities.

"RESEARCH AND PROFESSIONAL DEVELOPMENT

"Sec. ___ The Secretary shall make grants to State and local education agencies, institutions of higher education, and other public and non-profit private organizations for the purposes of conducting research studies and development, including professional development activities related to the purposes of this title; the amounts made available for the purposes of this section shall be evenly distributed between the following subsections, the purposes of which are to conduct:

(a) research and studies on the implementation of this title, on the social, economic, and demographic factors affecting the education and employment of youth eligible for participation under provisions of this title, on the instructional and related services and organizational arrangements needed to provide such services for those eligible youth, and on the projected future conditions which will affect such youth and the education agencies and institutions which serve them; and

(b) programs of development, with an emphasis on professional development for teachers, administrators, and others providing education and related services in schools eligible for funding under the provisions of this title; and for faculty and other resource personnel in institutions of higher education and other organizations which provide teacher and administrator training and training for support personnel, and which provide planning, development, and evaluation assistance to the schools eligible for funding under the provisions of this title."

Effect. This section will put into place, at the initial stage of policy and program development and implementation, a means to provide needed information and knowledge on the target youth population, factors which affect the population now and in the future, and educational and organizational arrangements appropriate to serve these youth in various settings. The Section will also provide for capacity building and resource adjustment efforts among education agencies and the resource institutions and organizations which serve them. This capacity will allow these agencies, institutions, and organizations to direct their resources to serve the professional development, planning, program development, evaluation and related needs of educational agencies serving low-income youth.

Rationale. Whenever a legislative and educational initiative of this magnitude is undertaken, it is essential that the legislative authority include support (in the initial stages of policy implementation) for the development of knowledge, information, and educational capacity to meet the challenge set forth in the purposes of the statute.

By combining research and studies provisions with resource capacity development and redirection support, policies and programs can be planned and implemented (and adjusted and reauthorized) from a sound knowledge and resource base. These provisions will provide an infrastructure of support for the implementation of policies and programs authorized by Title II.

Proposition: The funding for research should be related to the spending for education

Just as we regularly depreciate equipment, we need to set aside replacement costs for knowledge. Every time we reach into our "store of knowledge" for an action program, we need to replenish that "store" for the new programs to follow by setting aside some amount for research, development and dissemination of new knowledge. If that seems reasonable, then as a matter of standard policy, all "action" bills would regularly carry a "set aside" to fund the search for new ways of improving practice and new basic understandings of education phenomena or the budget for research would be set as a percentage of the Federal funding for education.

It will take some leadership and farsightedness on the part of Congress to move in this direction, but it can be done. One of the real problems of educational research is that, except for those who engage in it, it has no focused constituency. Further, the current operational demands for resources are so urgent they supercede research requirements which can always, presumably, be funded tomorrow. But when tomorrow arrives, there are new crises and so "tomorrow" never really comes. Congress needs to make tomorrow today!

Why Congress? Why the Federal government? It seems foolish to hope that local and state governments can fund educational research. They are so close to the action that, with rare exceptions, everyday service requirements will always preclude their putting substantial funds into research. Only the Federal government has the distance from those operational concerns to assume the larger perspective. Further, since the benefits of research accrue not just to a local group but to all who can make use of the findings, there is resistance to local funding and an expectancy that the broader constituency base should bear that obligation. The responsibility for funding educational research falls, therefore, to those at the Federal level. Hence they, and Congress in particular, need to take a statesmanlike view of the situation and find some way of regularly and substantially funding educational research.

After reviewing various alternatives, I believe that the most reasonable way to do this is to make research funds a regular part of every piece of educational legislation. The choice of 5% as the level of such funding is an arbitrary figure, but there is precedent for that choice. Federal vocational education bills have regularly included a 5% for research and development. Alternatively, it is possible the percentage should vary with the nature of the bill. We would all be satisfied with any reasonable percentage and/or policy which recognizes the priority of building for the future through funding research and development every time we authorize or appropriate an education program.

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Senator **Pell**. I would like to take this opportunity to welcome to the Chamber Mrs. Elizabeth Wexler, the widow of Steve Wexler, who was our counsel for so many years, and we miss so very much. Welcome.

This concludes this hearing.

[Whereupon, at 11:45 a.m., the subcommittee adjourned, subject to the call of the Chair.]

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